

SOCIAL SECURITY YEARBOOK

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Social Security Yearbook

for the calendar year

1939

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FOREWORD

Social Security and Socio-Economic Trends

IN THE UNITED STATES, as in other countries, it has often been true that information concerning important trends in national life has been wholly or largely lacking until some problem has become so acute and so widely recognized as to require the establishment of a public service to cope with it. Then for the first time, through the actual operation of the service, there became available both the information necessary to guide and evaluate administration and a new view of some little-known aspect of the life of the American people.

With the establishment of the Federal Government, provision was made for the decennial census of population as the necessary implement of a political democracy. Over more than a century and a half the development of the information called for in this census, and in subsequently developed special censuses, has reflected the growing concern of the Federal Government with social and economic matters as distinguished from the mere count of population required for representative government. These periodic inventories provide a wealth of essential information on the Nation's human and material resources. They give a comprehensive view as of a given moment of time—a series of snapshots, so to speak—showing in terms of volume and category and of a particular time, this or that perspective of the Nation.

The complementary types of information developed through the social services of the Federal Government, the States, and the localities provide, on the other hand, what might be called a moving picture. They help to show currently and in more dynamic terms where, why, and in what direction social changes are occurring and which particular groups of the population are concerned with them. It was not, for example, until Federal, State, and local public-health services had been developed extensively that it was possible to chart even the tides of life and death with reasonable certainty on a Nation-wide basis—to show by place and season, age, sex, and race, by type of

sickness, cause of death, and other significant factors, the specific groups of Americans for whom life was becoming more secure or less secure. We are still almost wholly without needed information on important relationships between occupation and income and sickness and death, and doubtless shall continue to be without it until some comprehensive public measure is adopted to reckon with the impact of those social factors on individual well-being.

The increasing economic interdependence of areas and States throughout the Nation and of industrial and other groups within a single area brought before legislatures and the Congress demands for more complete information on economic processes and maladjustments and, simultaneously, demands for measures to remedy such maladjustments. These demands became imperative during the early 1930's. It is characteristic of the development of social insurance the world over that most of the advance planning and even initial operation of the several programs instituted by the Social Security Act had to be conducted with only fragmentary or incomplete information concerning the specific nature of the problems which were pressing for attention.

Until reasonably comparable services for public assistance to persons in need are established throughout a State or in all States, it is possible to estimate only in the most general terms the amount of need, as measured by some agreed standard, among the population as a whole or among special groups such as the aged or children. Until employment services are widely available and utilized by employers seeking workers and by workers seeking jobs, it is not possible to state even in general terms, let alone in terms of specialized skills and experience, what and where are the needs for labor and how many and where the workers available to meet them. Throughout one of the most severe depressions in its history, this country has been without comprehensive

current information on such basic factors as the extent and nature of employment and unemployment and the distribution of individual earnings and other income. Valid forecasts of future economic trends with which public policy and private enterprise alike are concerned, require such information for considerable periods.

The actual operation of the social security program, however, is beginning to facilitate answers to some of the questions on social and economic situations and trends that are asked by the general public, by legislators and public administrators, workers and employers, as well as by students of the social sciences. This first Social Security Yearbook, issued as an annual supplement to the Social Security Bulletin, endeavors to summarize such basic information in these areas as was available to the Social Security Board by the spring of 1940. Insofar as possible, an effort has been made to indicate important developments from the initiation of the program through the calendar year 1939. Subsequent issues of the Yearbook will maintain reporting in general on a calendar-year basis to facilitate comparison with other important economic series. Summary discussion and reports of the administrative operations of the Board and of the Board's recommendations will continue to be carried in the Annual Report of the Board to Congress for the fiscal year, while special analyses and current reports concerning programs for which the Board carries Federal responsibilities will be maintained, as at present, in the monthly issues of the Social Security Bulletin.

The information contained in this first issue of the Yearbook is less comprehensive and in many respects less illuminating than that which may be anticipated for future years. The Federal program of old-age and survivors insurance did not advance to full operation until 1940. The unemployment insurance program was not in full operation throughout the country until the second half of 1939. Programs for aid to dependent children and aid to the blind have not yet been established by all States under the Social Security Act. Voluntary reporting on these and other types of assistance provided by States and localities to persons in need, and the collaboration of agencies concerned with Federal work programs and related Federal activities, make it possible,

however, to include in this Yearbook a comprehensive summary record of the public programs administered in the years 1933-39 to relieve or offset individual economic distress.

For the recently established social insurance programs, present information is necessarily incomplete. In the initial periods of Federal and State operations, attention must be concentrated on development of the administrative organization and procedures needed to establish and implement the program. Initial reports, accordingly, are largely in terms of administrative operations rather than in terms of the socio-economic situation which has occasioned those operations and is, in turn, revealed by them. Earliest reports on unemployment insurance, for example, indicated the numbers of claims received and handled and total and average amounts paid out in benefits. Only later can progress be made toward ascertaining such information as the numbers and types of workers who make claims and receive benefits; the varying amounts such workers receive and the relation of these amounts to their customary earnings; the periods of time for which workers are compensated and the relation of these periods to the duration of their unemployment, individually and by industry and occupation. These latter topics are of prime importance not only to workers, employers, and labor-market analysts, but also to the social insurance agency itself; only through such facts is it possible to judge the extent to which the system is serving the purpose for which it is intended. Administration of social security programs cannot be considered complete until it has been such as to assemble both the information needed for the evaluation of current operations in terms of the objectives of the legislation and that required to guide future development toward a more nearly adequate fulfillment of those objectives.

The data assembled in the present volume represent for the several programs different stages of development which reflect, in general, the differing periods of time over which the programs have been in operation. Only in connection with public assistance, in which activities of the States and localities antedated the establishment of the Federal-State program, is it possible to offer comparisons over a considerable period of time. Under all programs, moreover, the time has been too

short for valid analyses of many factors and trends—especially those in employment and pay rolls—for which the program will afford information of great importance on a scale never before attainable. It is hoped that the present volume will serve as a summary compendium and as a guide to other significant socio-economic information which is or will be available through the

activities of the Board, and that it will stimulate further examination and study of the many important and complex aspects of American life reflected through the operation of the social security program.

I. S. FALK, *Director,*
Bureau of Research and Statistics.

JULY 1940.

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RESPONSIBILITY for preparation of the Social Security Yearbook is allocated to the Bureau of Research and Statistics, assisted by an advisory committee which includes the Director of the Bureau as chairman, and members of the staff of this and other bureaus to represent research, analysis, and policy formulation relating to the several programs administered by the Board.

The material presented in this volume originated in the bureaus and offices concerned with the activities presented. The Analysis Division of the Bureau of Old-Age and Survivors Insurance was responsible for the preparation of text and tables for the section on old-age insurance; text and tables for the employment security section originated in the Research and Statistics Division of the Bureau of Employment Security; the first article in the public assistance section was prepared in the Plans and Grants Division of the Bureau of Public Assistance; and the Office of the Actuary contributed the article, "Factors in Estimating the Costs of Social Security."

As the agency for coordinating research as well as for maintaining specific research activities, the Bureau of Research and Statistics is represented in the contents of this Yearbook by several of its divisions. The Division of Health and Disability

Studies was responsible for the article entitled "Economic Insecurity in Relation to Family Composition"; the Division of Public Assistance Research for "Trends in Public Assistance, 1933-39" and for the item on Federal, State, and local responsibility for public assistance financing; the Division of Coordination Studies for "Social Insurance Under Selected Programs"; the Division of Finance and Economic Studies for "Financing Social Security Programs: Federal Operations." The Division of Publications and Review, and in particular the Special Publications Section, of which Martha D. Ring is chief, has been responsible, in consultation with the advisory committee, for planning the scope and content of the present volume on the basis of the material available, reviewing and editing the text and tabular data, designing charts, and compiling the summary of "Significant Events in the Development of the Social Security Program," the bibliographic notes, and the list of publications.

"Trends in Public Assistance, 1933-39," pages 166-220 of Section V, reprints Bureau Report No. 8 of the Bureau of Research and Statistics, with the exception of county data for the month of December 1939 which are contained in that report.



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**SIGNIFICANT EVENTS IN THE DEVELOPMENT
OF THE SOCIAL SECURITY PROGRAM, 1934-39**



Significant Events in the Development of the Social Security Program, 1934-39

1934

June 8: FEDERAL LEGISLATION to promote economic security recommended in the President's Message to Congress (H. Doc. 397, 73d Cong., 2d sess.).¹

June 27: RAILROAD RETIREMENT ACT OF 1934 (Public, No. 485, 73d Cong., 2d sess.) approved by the President. Act provides for retirement and disability annuities and lump-sum payments to survivors. Employee contributions initially set at 2 percent of wages, carrier contributions to equal twice the amount of employee contributions. Act to be administered by Railroad Retirement Board, which is empowered to substitute annuity system for private railroad pension plans.

June 29: COMMITTEE ON ECONOMIC SECURITY created by Executive Order No. 6757 to study problems relating to economic security of individuals and to recommend legislation to promote economic security. Committee consists of Secretary of Labor, chairman, Secretary of the Treasury, Attorney General, Secretary of Agriculture, and Federal Emergency Relief Administrator, assisted by Advisory Council on Economic Security and Technical Board on Economic Security. (See item for Aug. 11, 1939.)

November 14-15: NATIONAL CONFERENCE ON ECONOMIC SECURITY, called by the President, held in Washington with representatives of employers, labor, and public.

Year 1934: PUBLIC ASSISTANCE payments made to individuals under State² laws and financed exclusively from State and local funds amounted to a total of \$80 million for the year in the continental United States; payments, largely from Federal funds, under general relief and special programs of the FERA amounted to \$1,261 million for the same period:

Program	Payments, 1934 (millions)
Total.....	\$1,341
Old-age assistance.....	32
Aid to dependent children.....	41
Aid to the blind.....	7
General relief.....	1,200
Special FERA programs.....	61

Payments were made for December to 206,000 recipients of old-age assistance, 280,000 dependent children in 113,000 families, 33,000 recipients of aid to the blind, 5,367,000 general relief cases, and 447,000 cases under special FERA programs. (See tables 2 and 3, pp. 170 and 172.)

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 5,618,332 place-

ments during the year, 1,483,638 in private employment and 4,134,694 in public employment.

1935

January 17: REPORT OF COMMITTEE ON ECONOMIC SECURITY transmitted to Congress by the President with a message (H. Doc. 81, 74th Cong., 1st sess.), urging enactment of legislation to carry out Committee's recommendations for Federal-State public assistance and unemployment compensation programs, for Federal old-age insurance, and for extension of public-health and maternal and child-welfare services and vocational rehabilitation.

January 17: ECONOMIC SECURITY BILL introduced in Seventy-fourth Congress as S. 1130, H. R. 4120, and H. R. 4142.

January 21-February 12: WAYS AND MEANS COMMITTEE conducts public hearings on economic security bill (H. R. 4120) (*Economic Security Act; Hearings Before the Committee on Ways and Means, House of Representatives.* 1935).

January 22-February 12: SENATE FINANCE COMMITTEE conducts public hearings on economic security bill (S. 1130) (*Economic Security Act; Hearings Before the Committee on Finance, United States Senate.* 1935).

April 4: SOCIAL SECURITY BILL (H. R. 7260) introduced in House of Representatives with report (H. Rept. 615, 74th Cong., 1st sess.). This bill replaces economic security bill.

April 19: SOCIAL SECURITY BILL (H. R. 7260) passed by House of Representatives.

May 6: RAILROAD RETIREMENT ACT OF 1934 (Public, No. 485, 73d Cong., 2d sess.) declared unconstitutional by United States Supreme Court (*Railroad Retirement Board et al v. Alton Railroad Company et al*, 295 U. S. 330). With four justices dissenting, the decision read in part: "... the act is invalid because several of its inseparable provisions contravene the due process of law clause of the Fifth Amendment. The act is not in purpose or effect a regulation of interstate commerce within the meaning of the Constitution" (295 U. S. 362).

May 13: SOCIAL SECURITY BILL (H. R. 7260) reported out by Senate Finance Committee (S. Rept. 628, 74th Cong., 1st sess.).

June 19: SOCIAL SECURITY BILL (H. R. 7260) passed by Senate with amendments.

August 9: SOCIAL SECURITY BILL (H. R. 7260) sent to the President after acceptance of final conference report (H. Rept. 1744, 74th Cong., 1st sess.) by House and Senate.

August 14: SOCIAL SECURITY ACT (H. R. 7260, Public, No. 271, 74th Cong., 1st sess.) approved by the President.

¹For list of legislative documents pertaining to social security program, see pp. 263-264.

²Throughout this publication the terms "State" as defined in the Social Security Act and "jurisdiction" are used synonymously to include the 48 States, the District of Columbia, Alaska, and Hawaii.

August 15: INTERDEPARTMENTAL COMMITTEE to Coordinate Health and Welfare Activities appointed by the President (letter appointment). Committee is composed of Assistant Secretary of the Treasury, chairman, Assistant Secretaries of Interior and Agriculture, and Second Assistant Secretary of Labor. (See item for Oct. 27, 1936.)

August 23: MEMBERS OF SOCIAL SECURITY BOARD named by the President: John G. Winant, chairman, Arthur J. Altmeyer, and Vincent M. Miles. Nominations approved by Senate.

August 29: RAILROAD RETIREMENT ACT OF 1935 (Public, No. 399, 74th Cong., 1st sess.) approved by the President. Act provides for retirement and disability annuities, for death-benefit annuities, and for survivors annuities based on employee election. Act to be administered by Railroad Retirement Board, which is required to report on desirability of substituting annuity system for private pension plans.

August 29: CARRIERS TAXING ACT (Public, No. 400, 74th Cong., 1st sess.) approved by the President, providing, until February 28, 1937, for income tax on railroad employees and on employee representatives and excise tax on carriers. Tax rate for both employees and carriers set at 3½ percent of wages.

October 16: SOCIAL SECURITY BOARD receives funds from Department of Labor for preliminary operations.

Year 1935: PUBLIC ASSISTANCE payments made to individuals under State laws financed exclusively from State and local funds amounted to a total of \$115 million for the year in the continental United States; payments, largely from Federal funds, under general relief and special programs of the FERA amounted to \$1,548 million for the same period:

Program	Payments, 1935 (millions)
Total	\$1,663
Old-age assistance	65
Aid to dependent children	42
Aid to the blind	8
General relief	1,433
Special FERA programs	115

Payments made under Federal work programs amounted to \$929 million and subsistence payments to farmers under the Farm Security Administration program totaled \$2.5 million.

Payments were made for December to 378,000 recipients of old-age assistance, 286,000 dependent children in 117,000 families, 35,000 recipients of aid to the blind, 2,886,000 general relief cases, and 92,000 cases under special FERA programs.

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 4,457,523 placements during the year, 1,107,755 in private employment and 3,349,768 in public employment.

1936

January 1: FEDERAL TAX of 1 percent of pay rolls under title IX of Social Security Act (subsequently Federal Unemployment Tax Act) first applicable to employers

of 8 or more, with credit offset for contributions paid to unemployment funds in States with laws approved by Social Security Board.

February: SUPPLEMENTAL APPROPRIATION ACT, fiscal year 1936 (Public, No. 440, 74th Cong., 2d sess., approved Feb. 11, 1936), provides first appropriation to implement Social Security Act with funds for organization of Social Security Board, administration of Federal program, and grants to States.

PUBLIC ASSISTANCE payments to recipients first made with Federal participation under Social Security Act³ in:

Old-age assistance in 17 jurisdictions—Alabama, Delaware, Idaho, Iowa, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Nebraska, New Hampshire, Ohio, Rhode Island, Vermont, Washington, Wisconsin, and Wyoming.

Aid to dependent children in 10 jurisdictions—Alabama, District of Columbia, Idaho, Maine, Maryland, Mississippi, New Hampshire, Washington, Wisconsin, and Wyoming.

Aid to the blind in 9 jurisdictions—Connecticut, Idaho, Maine, Mississippi, New Hampshire, North Carolina, Pennsylvania, Wisconsin, and Wyoming.

March: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Arkansas, District of Columbia, Minnesota, and Utah.

Aid to dependent children in Utah and Vermont.

Aid to the blind in Nebraska and Utah.

Last month of Federal participation in payments for aid to dependent children and aid to the blind in Mississippi under plans approved December 27, 1935. (See item for November 1938.)

March 5: FIRST UNEMPLOYMENT COMPENSATION grant for administration of State law (New Hampshire) certified by Social Security Board.⁴

April: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in California, Colorado, Connecticut, Indiana, New Jersey, Oklahoma, and Oregon.

Aid to dependent children in Arkansas, Colorado, Massachusetts, Nebraska, New Jersey, and Oklahoma.

Aid to the blind in Arkansas, Colorado, District of Columbia, Indiana, Massachusetts, Vermont, and Washington.

May: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Maine, New Mexico, New York, and North Dakota.

Aid to the blind in Maryland and Oregon.

June: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Louisiana and Montana.

³ For dates of approval of State plans, dates from which Federal funds became available, and dates of first payments to recipients from Federal funds, see table 1, p. 12.

⁴ For dates of passage of State unemployment compensation laws, approval by Social Security Board, certification of first Federal grants for administration, and month and year in which benefits first payable, see table 2, p. 13.

Aid to dependent children in Arizona, Louisiana, and New Mexico.

Aid to the blind in Arizona and New Mexico.

Last month of Federal participation in payments for aid to the blind in Connecticut under plan approved February 4, 1936 (see item for July 1938) and in North Carolina under plan approved February 1, 1936 (see item for July 1937).

July: UNEMPLOYMENT BENEFITS first payable under Wisconsin law.⁵

PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Illinois, Pennsylvania, and Texas.

Aid to dependent children in California and Ohio.

Aid to the blind in California, Michigan, New Jersey, and Ohio.

August: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Kentucky.

Aid to dependent children in Delaware and Pennsylvania.

August 17: FIRST UNEMPLOYMENT BENEFIT check from public funds to an unemployed worker in the United States paid in Wisconsin.

September: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Hawaii.

Aid to dependent children in Indiana and Michigan.

October: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Florida and South Dakota.

October 27: INTERDEPARTMENTAL COMMITTEE to Coordinate Health and Welfare Activities formally established by Executive Order No. 7481. Committee is composed of Miss Josephine Roche, formerly Assistant Secretary of the Treasury, chairman, Chairman of Social Security Board, Under Secretary of Agriculture, and Assistant Secretaries of Interior and Labor. (See item for Aug. 15, 1935.)

November: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in West Virginia.

November 16: OLD-AGE INSURANCE—employers' applications for social security identification numbers first distributed.

November 23: CONSTITUTIONALITY of New York unemployment insurance law upheld by United States Supreme Court in 4 to 4 decision. (*W. H. H. Chamberlin, Inc. v. Andrews*, 299 U. S. 515; *E. C. Stearns & Co. v. Andrews*, 299 U. S. 515; *Associated Industries of New York State, Inc. v. Department of Labor of New York*, 299 U. S. 515.)

November 24: OLD-AGE INSURANCE—employees' applications for social security account numbers first distributed.

Year 1936: PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$218 million for the year and general relief payments solely from State and local funds to \$439 million:

<i>Program</i>	<i>Payments, 1936 (millions)</i>
Total-----	\$656
Old-age assistance-----	155
Aid to dependent children-----	49
Aid to the blind-----	13
General relief-----	439

Payments made under Federal work programs amounted to \$2,578 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$20.4 million.

Payments were made for December, in the continental United States, to 1,106,000 recipients of old-age assistance, 401,000 dependent children in 160,000 families, 45,000 recipients of aid to the blind, and 1,510,000 general relief cases.

A total of 42 jurisdictions, including Hawaii, used Federal funds toward old-age assistance payments for some part of the year; 27 similarly used Federal funds for aid to dependent children; and 26 for aid to the blind. Twenty-four jurisdictions participated under the Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act for all or part of the year, including Alaska and Hawaii, accounted for 87.4 percent of the total amount of old-age assistance payments, 43.6 percent of the total for aid to dependent children, and 46.6 percent of the total for aid to the blind. For December, 99.7 percent of old-age assistance recipients, 69.8 percent of families receiving aid to dependent children, and 64.1 percent of recipients of aid to the blind were in States using Federal funds toward payments.

UNEMPLOYMENT COMPENSATION laws of 36 jurisdictions covered an estimated total of 17.4 million workers; 24 jurisdictions had received Federal grants for administration of their programs. At the end of the year the unemployment trust fund contained a total of \$65.7 million to the credit of 10 jurisdictions which had deposited amounts collected from employers, and in some States from employees also, as contributions for benefit payments. During the year unemployed workers in Wisconsin had received a total of 17,713 payments amounting to \$131,000.

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 5,091,122 placements during the year, 1,509,919 in private employment and 3,581,203 in public employment.

OLD-AGE INSURANCE identification numbers were issued to 2.5 million employers, and 17.2 million account numbers were assigned as a first step in establishing accounts for workers to identify their individual records of wages from employment covered by the program.

RAILROAD RETIREMENT employee annuities paid under the Railroad Retirement Act totaled \$684,000; survivor and death-benefit annuities amounted to \$2,000. As of the

⁵ For dates of passage of State unemployment compensation laws, approval by Social Security Board, certification of first Federal grants for administration, and month and year in which benefits first payable, see table 2, p. 13.

end of the year, employee annuities were in force for 1,732 individuals and survivor and death-benefit annuities for 10.

HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Federal Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service in all jurisdictions; maternal and child-health services in all but 2; services for crippled children in all but 13; child-welfare services in all but 17; vocational rehabilitation in all but 2.

1937

January: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Rhode Island and West Virginia.

Aid to the blind in North Dakota and West Virginia.

January 1: OLD-AGE INSURANCE—workers begin to acquire credits toward old-age benefits on basis of their wages from covered employment. Employers and employees are subject to Federal tax of 1 percent of wages paid in employments covered by title VIII of Social Security Act (subsequently Federal Insurance Contributions Act).

FEDERAL UNEMPLOYMENT TAX payable by employers of eight or more increases to 2 percent of pay rolls, with credit offset for contributions to State unemployment funds.

January 14: CONSTITUTIONALITY of tax under title IX of Social Security Act (subsequently Federal Unemployment Tax Act) upheld by United States District Court in Alabama.

February: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Oklahoma.

February 22: OLD-AGE INSURANCE—Senate Finance Committee, acting on Concurrent Resolution No. 4, authorizes study to determine whether reserve basis for old-age insurance can be abandoned and recommends establishment of advisory council to study problem and report to Senate Finance Committee and Social Security Board. (See item for May 10, 1937.)

February 27: CARRIERS TAXING ACT (Public, No. 400, 75th Cong., 1st sess.) providing for income taxes on railroad employees and employee representatives and for excise tax on carriers (see item for Aug. 29, 1935), extended to June 30, 1938, by Public Res. No. 9, 75th Cong., 1st sess.

April: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Montana.

Aid to the blind in Alabama.

May: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in New York.

Aid to the blind in New York.

May 10: OLD-AGE INSURANCE—Advisory Council on Social Security announced by Chairman of Senate Finance

Committee and Chairman of Social Security Board. Council is composed of 6 representatives of employees, 6 of employers, and 14 of general public. Council is specifically charged with studying size, character, and disposition of reserves in old-age reserve account and advisability of paying monthly benefits under old-age insurance program earlier than January 1, 1942, increasing monthly benefits for those retiring in early years, extending benefits to persons who become incapacitated prior to age 65, extending benefits to survivors of insured persons, increasing insurance contributions less rapidly, and extending benefits to groups now excluded.

May 24: CONSTITUTIONALITY of insurance provisions of Social Security Act upheld by United States Supreme Court (*Constitutionality of the Social Security Act. Opinions of the Supreme Court of the United States Together With the Separate and Dissenting Opinions in the Cases Involving the Constitutionality of the Social Security Act*, S. Doc. 74, 75th Cong., 1st sess.).

June: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Hawaii and Oregon.

June 24: RAILROAD RETIREMENT ACT OF 1937 (Public, No. 162, 75th Cong., 1st sess.), approved by the President, amends portions of Railroad Retirement Act of 1935, provides retirement annuities payable at age 65 or at age 60 after 30 years of service, annuities for permanent and total disability payable after 30 years of service regardless of age or at age 60 regardless of length of service, lump-sum payments to survivors of insured persons, and survivors benefits based on employee's joint and survivor election. Act specifically provides for transfer of private pensioners to Federal system.

June 29: CARRIERS TAXING ACT OF 1937 (Public, No. 174, 75th Cong., 1st sess.) approved by the President, repeals act of August 29, 1935 (Public, No. 400, 74th Cong., 1st sess.) (see items for Aug. 29, 1935, and Feb. 27, 1937) and substitutes revised rates of taxes based on compensation paid to or earned by employees and employee representatives. Tax schedules for employees and carriers begin at 2½ percent of compensation up to \$300 a month and increase one-fourth of 1 percent each year until January 1, 1949.

June 30: UNEMPLOYMENT COMPENSATION legislation becomes Nation-wide in scope with passage of unemployment compensation law by Illinois.

July: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Alaska, Arizona, Georgia, North Carolina, and Tennessee.

Aid to dependent children in Georgia, North Carolina, and Tennessee.

Aid to the blind in Georgia, Louisiana, Minnesota, North Carolina (new plan), and Tennessee.

August: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Kansas, Nevada, and South Carolina.

Aid to dependent children in Kansas and South Carolina.

Aid to the blind in South Carolina.

Last month of Federal participation in payments for old-age assistance in Maine under plan approved December 31, 1935. (See item for December 1937.)

August 3: EMPLOYMENT SERVICE expansion to meet needs of unemployment compensation program furthered by first grant under Social Security Act to a State (West Virginia) for this purpose.

August 24: UNEMPLOYMENT COMPENSATION—appropriation authorized (Public, No. 353, 75th Cong., 1st sess.) to pay into unemployment trust funds of 15 jurisdictions amounts representing credit offset to which employers would have been entitled if these jurisdictions had had unemployment compensation laws approved by Social Security Board on December 31, 1936.

September: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Minnesota.

Aid to the blind in Kansas.

October: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in North Dakota.

November: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Hawaii and Iowa.

November 5-6: OLD-AGE INSURANCE—Advisory Council on Social Security convenes and appoints interim committee to discuss its activities with Senate Special Committee on Social Security and with Social Security Board.

December: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Maine (new plan).

Last month for which Federal funds used for aid to the blind in Pennsylvania under plan approved December 31, 1935.

December 16: TECHNICAL AMENDMENTS to Social Security Act recommended by the President. Amendments are designed to: pay death claims directly to wife or dependent children and save expense of probating estates; change "wages payable" in unemployment compensation to "wages paid" as in old-age insurance; enable "experience rating" to work by making technical changes; permit earlier payment of unemployment compensation in States that passed their laws late; credit services performed after age 65 and thereby make it possible for many persons already in upper age brackets to qualify upon retirement for monthly old-age annuities instead of receiving small lump-sum payments; extend coverage to seamen, employees of national banks, employees of State banks that are members of the Federal Reserve System, employees of institutions that are members of the Federal Home Loan Bank System, and the like.

Year 1937: PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$398 million for the year and

general relief payments solely from State and local funds to \$407 million:

Program	Payments, 1937 (millions)
Total.....	\$804
Old-age assistance.....	310
Aid to dependent children.....	71
Aid to the blind.....	16
General relief.....	407

Payments made under Federal work programs amounted to \$2,028 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$35.9 million.

Payments were made for December to 1,577,000 recipients of old-age assistance, 565,000 dependent children in 228,000 families, 56,000 recipients of aid to the blind, and 1,626,000 general relief cases.

A total of 50 jurisdictions used Federal funds for old-age assistance payments for all or some part of the year; 39 were similarly using funds for aid to dependent children; and 37 for aid to the blind. Thirty-six jurisdictions were participating under the Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act for all or part of the year accounted for 99.9 percent of the total amount of old-age assistance payments, 85.9 percent of the total for aid to dependent children, and 67.9 percent of the total for aid to the blind. For December, all old-age assistance recipients, 92.6 percent of the families receiving aid to dependent children, and 78.0 percent of the recipients of aid to the blind were in States using Federal funds for payments.

UNEMPLOYMENT COMPENSATION laws of all 51 jurisdictions covered an estimated total of 21 million workers. All jurisdictions received Federal grants for administration of their programs, and 25 received Federal funds under the Social Security Act for expansion and administration of their employment services. At the end of the year the unemployment trust fund contained a total of \$640.2 million to the credit of all 48 jurisdictions which deposited amounts collected from employers, and in some States from employees also, as contributions for benefit payments. During the year unemployed workers in Wisconsin had received a total of 308,156 payments amounting to \$2.1 million.

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 3,640,934 placements during the year, 2,352,665 in private employment and 1,288,269 in public employment.

OLD-AGE INSURANCE lump-sum payments to 27,406 qualified individuals who attained age 65 amounted to a total of \$650,661.49, or an average of \$23.74; 25,831 lump-sum death payments amounted to \$626,854.79, or an average of \$24.27. Identification numbers were issued to 3.1 million employers, and a cumulative total of more than 36.7 million accounts had been established for workers to identify their individual records of wages for employment covered by the program. Wage reports to the Social Security Board indicate that approximately 32.0 million workers received a total of \$29.3 billion in wages from covered employment in 1937.

RAILROAD RETIREMENT employee annuities and pensions paid under the Railroad Retirement Act totaled \$40,001,000; survivor and death-benefit annuities amounted to \$444,000. As of the end of the year, employee annuities and pensions were in force for 85,701 individuals and survivor and death annuities for 931.

HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service and maternal and child-health services in all jurisdictions; services for crippled children in all but 6; child-welfare services in all but 6; and vocational rehabilitation in all but 2.

1938

January: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Missouri.
Aid to the blind in Florida.

UNEMPLOYMENT BENEFITS first payable in 22 jurisdictions—Alabama, Arizona, California, Connecticut, District of Columbia, Louisiana, Maine, Maryland, Massachusetts, Minnesota, New Hampshire, New York, North Carolina, Oregon, Pennsylvania, Rhode Island, Tennessee, Texas, Utah, Vermont, Virginia, and West Virginia.

January 1: FEDERAL UNEMPLOYMENT TAX payable by employers of 8 or more increases to 3 percent of pay rolls with credit offset for contributions to State unemployment funds.

February: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in South Dakota.

March 2: PUBLIC ASSISTANCE grants to Oklahoma suspended by Social Security Board on ground that administration of State programs fails to comply with requirements of Social Security Act and Oklahoma law. Action taken after Social Security Board investigated operation of State programs and heard evidence presented by State and Federal officials. (See item for May 27, 1938.)

April: UNEMPLOYMENT BENEFITS first payable in Indiana and Mississippi.

April 1: RAILROAD UNEMPLOYMENT INSURANCE bill (S. 3772 and H. R. 10127) introduced in Senate and House of Representatives. (See item for June 25, 1938.)

April 20: SPECIAL SENATE COMMITTEE to Investigate Unemployment and Relief recommends transfer of United States Employment Service from Department of Labor to Social Security Board "in the interests of efficiency and economy" (S. Rept. 1625, 75th Cong., 3d sess.).

April 28: LIBERALIZATION AND EXTENSION of old-age insurance system recommended by the President in letter to Chairman of Social Security Board asking Board to "give consideration to the feasibility of extending its coverage, commencing the payment of old-age insurance annuities at an earlier date than January 1,

1942, paying larger benefits than now provided in the act for those retiring during the earlier years of the system, providing benefits for aged wives and widows, and providing benefits for young children of insured persons dying before reaching retirement age."

April 29: EXTENSION OF OLD-AGE INSURANCE program urged by Advisory Council on Social Security to cover "services performed by employees of private nonprofit religious, charitable, and educational institutions now excluded. . ."

April 30: ADVISORY COUNCIL ON SOCIAL SECURITY issues statement that its members are unanimously of opinion that ". . . no reduction in the current tax rates under title VIII of the Social Security Act should be made at this time."

May: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Montana.

May 27: PUBLIC ASSISTANCE grants to Oklahoma resumed, effective as of April 1, after Oklahoma Welfare Commission had been "actively engaged in the process of correcting and reforming its administration." Finding that administration of State's plans had been brought "into substantial conformity with the requirements . . . of the Social Security Act" and had been operated "in substantial compliance with these requirements since April 1, 1938," Board authorized resumption of certifications, with respect to the State of Oklahoma, to Secretary of the Treasury as of April 1, 1938.

June 25: RAILROAD UNEMPLOYMENT INSURANCE ACT (H. R. 10127, Public, No. 722, 75th Cong., 2d sess.) approved by the President, to be administered by Railroad Retirement Board. Effective July 1, 1939, State unemployment compensation agencies are to transfer to Railroad Retirement Board benefit rights and contributions for workers covered by this act.

June 29: WAGNER-PEYSER ACT amended (Public, No. 782, 75th Cong., 3d sess.) to specify that the annual Federal appropriation thereunder designate the amount to be apportioned among the several States. This act (Public, No. 30, 73d Cong., 1st sess., approved June 6, 1933) provides "for the establishment of a national employment system and for cooperation with the States in the promotion of such system."

July: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Connecticut (new plan).

UNEMPLOYMENT BENEFITS first payable in Iowa, Michigan, and South Carolina.

July 18-20: NATIONAL HEALTH PROGRAM proposed to National Health Conference, called at suggestion of the President by Interdepartmental Committee. It recommends methods to cope with problems of insecurity due to ill health in four broad areas. (*A National Health Program: A Summary.* Interdepartmental Committee to Coordinate Health and Welfare Activities.) Subcommittee (Technical Committee on Medical Care) composed of staff members of Children's Bureau, United States Public Health Service, and Social Security Board recommends, in

summary: expansion of Federal cooperation in State programs for public-health and maternal and child-health services under provisions of Social Security Act; expansion of hospital facilities; provisions for public medical care of medically needy; consideration of comprehensive program of general medical care for entire population, supported by general taxation or insurance payments or combination of both methods; Federal action toward development of insurance against wage loss during temporary and permanent disability.

September: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Virginia, marking operation of Federal-State old-age assistance program in all 51 jurisdictions.

Aid to dependent children in Florida and Virginia.
Aid to the blind in Virginia.

UNEMPLOYMENT BENEFITS first payable in Idaho.

September 29: PUBLIC ASSISTANCE grants to Ohio for old-age assistance discontinued by Social Security Board on ground that State's administration of program is not in conformity with requirements of Social Security Act. (See item for Nov. 30, 1938.)

November: PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Mississippi (new plan).

November 8: UNEMPLOYMENT COMPENSATION—Oregon adopts initiative measure narrowly defining term "labor dispute" for purposes of all State statutes, thereby raising serious questions of conformity with title IX of Social Security Act, which specifies that a State may not be certified by Social Security Board for tax-credit purposes if benefits are denied an individual who refuses to accept a position vacant by reason of a labor dispute. (See items for Dec. 19, 1938, and Jan. 28, 1939.)

November 30: PUBLIC ASSISTANCE grants to Ohio for old-age assistance resumed, retroactive to November 1, 1938, on evidence that State operation of program had been brought into conformity with requirements of Social Security Act.

December: UNEMPLOYMENT BENEFITS first payable in New Mexico and Oklahoma.

December 10: OLD-AGE INSURANCE changes recommended by Advisory Council on Social Security in its final report include payment of monthly benefits in 1940, in amounts increased for workers retiring during early years, and provision of supplementary benefits to aged wives and widows and to dependent children of insured workers who die; eventual payment of benefits to insured persons who become permanently and totally disabled and to their dependents; immediate coverage of employees of private nonprofit religious, charitable, and educational institutions; coverage of farm and domestic employees by January 1, 1940, if possible; study of problems involved in coverage of self-employed persons and government employees; financial participation by Federal Government by means of revenues derived from sources other than pay-roll taxes; automatic crediting of tax receipts

under title VIII, with deduction for costs of collection, to an old-age insurance trust fund, with designated trustees, to be used exclusively for payment of benefits under the program and, in limited part, for costs necessary to administration of the program; postponement of consideration of changes in title-VIII tax schedule until after rate of 1½ percent each on employer and employee is in effect (S. Doc. 4, 76th Cong., 1st sess.).

December 19: UNEMPLOYMENT COMPENSATION—Social Security Board holds hearing to determine whether or not State of Oregon has so changed its law that it no longer conforms to Federal standard (see items for Nov. 8, 1938, and Jan. 28, 1939).

Year 1938: PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$509 million for the year and general relief payments solely from State and local funds to \$476 million:

Program	Payments, 1938 (millions)
Total-----	\$984
Old-age assistance-----	392
Aid to dependent children-----	97
Aid to the blind-----	19
General relief-----	476

Payments made under Federal work programs amounted to \$2,479 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$22.6 million.

Payments were made for December to 1,776,000 recipients of old-age assistance, 684,000 dependent children in 280,000 families, 67,000 recipients of aid to the blind, and 1,631,000 general relief cases.

A total of 51 jurisdictions used Federal funds for old-age assistance payments for all or some part of the year; 42 similarly used Federal funds for aid to dependent children; and 42 for aid to the blind. Thirty-eight jurisdictions participated under the Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act accounted for 99.3 percent of all old-age assistance payments, 95.5 percent of the total amount for aid to dependent children, and 57.2 percent of the total for aid to the blind. For December, all old-age assistance recipients, 94.9 percent of the families receiving aid to dependent children, and 64.4 percent of the recipients of aid to the blind were in States using Federal funds toward payments.

UNEMPLOYMENT COMPENSATION laws of 51 jurisdictions covered an estimated total of 28 million workers. All jurisdictions received Federal grants for administration of their programs, and 49 received Federal funds under the Social Security Act for expansion and administration of their employment services. At the end of the year the unemployment trust fund contained a total of nearly \$1.1 billion to the credit of all jurisdictions. During the year approximately 3.8 million unemployed workers in 31 jurisdictions received a net total of nearly \$394 million in benefits.

PUBLIC EMPLOYMENT SERVICES in 51 jurisdictions operating under the Wagner-Peyser Act made 2,701,178 placements during the year, 1,885,409 in private employment and 815,769 in public employment.

OLD-AGE INSURANCE lump-sum payments to 91,819 qualified individuals who attained age 65 amounted to a total of \$4,705,634.46, or an average of \$51.25; 121,850 lump-sum death payments amounted to \$5,772,125.24, or an average of \$47.37. A cumulative net total of 42.6 million accounts had been established for workers to identify their individual records of wages for employment covered by the program. Wage reports to the Social Security Board indicate that approximately 31.2 million workers received a total of \$26.2 billion in wages from covered employment in 1938.

RAILROAD RETIREMENT employee annuities and pensions paid under the Railroad Retirement Act totaled \$96,749,000; survivor and death-benefit annuities amounted to \$1,401,000; lump-sum death payments totaled \$290,000. As of the end of the year, employee annuities and pensions were in force for 121,555 individuals and survivor and death-benefit annuities for 2,075.

HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service and maternal and child-health services in all jurisdictions; services for crippled children in all but 1; child-welfare services in all but 1; and vocational rehabilitation in all but 2.

1939

January: UNEMPLOYMENT BENEFITS first payable in 18 additional jurisdictions—Alaska, Arkansas, Colorado, Delaware, Florida, Georgia, Hawaii, Kansas, Kentucky, Missouri, Nebraska, Nevada, New Jersey, North Dakota, Ohio, South Dakota, Washington, and Wyoming.

January 14: AMENDMENTS to Social Security Act recommended in report of Special Senate Committee to Investigate Unemployment and Relief (S. Rept. 2, Pts. 1, 2, and 3, 76th Cong., 1st sess.) include payment of old-age insurance benefits in 1940; merit-system basis for selection of State personnel as requisite for Federal grants to States for public assistance and for unemployment compensation administration; reorganization and unification of all agencies dealing with unemployment compensation and employment services at State and Federal levels; requirement that Federal grants to States for unemployment compensation administration be made conditional upon minimum State benefits to be specified in Federal act; increase in proportion of Federal grants for public assistance to States in which average per capita income is less than average for United States and minimum payments to recipients of public assistance amounting to \$15 a month for aged and blind and \$20 for family with dependent children.

January 16: AMENDMENTS to Social Security Act, proposed by Social Security Board, transmitted to Congress by the President with his message on social security (*Proposed Changes in the Social Security Act. A Report of the Social Security Board to the President and to the Congress of the United States.* January 1939). Board's report recommends payment of old-age insurance benefits in 1940; increased benefits for workers who retire in early years of system through use of average-wage formula for computation of benefits; inclusion of employment after age 65; supplementary benefits for aged wives of insured workers; benefits for widows and orphans of insured workers; extension of coverage to agricultural and domestic workers "with a reasonable time allowed before the effective date"; extension of coverage to maritime employment, to employees of nonprofit organizations, to employees of certain instrumentalities of the United States and of State instrumentalities not wholly owned by the State, and to persons such as insurance, real estate, and traveling salesmen who for all practical purposes are employees but whose legal status may not be that of employees; financial participation in old-age insurance program by Federal Government through taxes other than pay-roll taxes; extension of unemployment compensation coverage to substantially same groups recommended for coverage under old-age insurance and to workers in firms employing 1 or more; unemployment compensation act for seamen; merit systems for State unemployment compensation and public assistance personnel; unification of Federal activities relating to unemployment compensation and employment service; Federal grants to reimburse States for 50 percent of costs of administering old-age assistance and aid to the blind; 50-percent matching basis for grants to States for aid to dependent children; variable Federal grants to States for public assistance; and establishment of National Health Program.

January 23: HEALTH SECURITY message of the President transmits to Congress report and recommendations of Interdepartmental Committee to Coordinate Health and Welfare Activities (H. Doc. 120, 76th Cong., 1st sess.). Committee's report recommends use of Federal grants to expand and strengthen general State services for public health and for maternal and child health, to develop hospital facilities where they are inadequate or lacking, and to develop State programs of medical care; and development of social insurance to effect partial replacement of wage loss during temporary or permanent disability.

January 28: UNEMPLOYMENT COMPENSATION—Social Security Board authorizes certification of Oregon to Secretary of the Treasury for unemployment tax-credit purposes after considering testimony presented at hearings held December 19, 1938, and studying amendment passed by special session of State legislature. This amendment specifies that labor-standards provisions of State unemployment compensation law shall be accorded same meaning as corresponding provisions of title IX of Social Security Act. (See items for Nov. 8 and Dec. 19, 1938.)

February 1-April 7: SOCIAL SECURITY ACT AMENDMENTS—public hearings conducted by Committee on Ways and Means of House of Representatives (*Social Security; Hearings Relative to the Social Security Amendments of 1939 Before the Committee on Ways and Means, House of Representatives, 1939, 76th Cong., 1st sess.*).

February 10: TAX TITLES (VIII and IX except sec. 904) of Social Security Act repealed and reenacted as ch. 9, subchs. A and C (subsequently designated as Federal Insurance Contributions Act and Federal Unemployment Tax Act) of Internal Revenue Code (Public, No. 1, 76th Cong., 1st sess.).

April 4: UNEMPLOYMENT COMPENSATION AMENDMENT to section 301 of Social Security Act, to authorize annual appropriation of \$80 million for grants to States for unemployment compensation administration, provided in bill (H. R. 5482, 76th Cong., 1st sess.) introduced in House of Representatives.

April 19: UNEMPLOYMENT COMPENSATION AMENDMENT to section 301 of Social Security Act (H. R. 5482, 76th Cong., 1st sess.) authorizing annual appropriation of \$80 million for grants to States for unemployment compensation administration, approved by the President (Public, No. 36, 76th Cong., 1st sess.).

April 25: PRESIDENT'S REORGANIZATION PLAN No. 1 transmitted to Congress (H. Doc. 262, 76th Cong., 1st sess.). Part 2 of this plan transfers United States Employment Service and its functions from Department of Labor, consolidates employment service and its functions with unemployment compensation functions of Social Security Board, and integrates Social Security Board, Civilian Conservation Corps, Public Health Service, Office of Education, and National Youth Administration in Federal Security Agency.

April 27: NATIONAL HEALTH BILL (S. 1620, 76th Cong., 1st sess.) introduced February 29, 1939, is subject of public hearings held by subcommittee of Senate Committee on Education and Labor (*To Establish a National Health Program; Hearings Before a Subcommittee of the Committee on Education and Labor, United States Senate, 76th Cong., 1st sess.*).

June 10: SOCIAL SECURITY ACT AMENDMENTS OF 1939 (H. R. 6635, 76th Cong., 1st sess.) passed by House of Representatives with minor amendments. Bill was reported out of Committee on Ways and Means on June 2 (H. Rept. 728, 76th Cong., 1st sess.).

June 12-27: SOCIAL SECURITY ACT AMENDMENTS OF 1939 (H. R. 6635)—public hearings conducted by Senate Committee on Finance (*Social Security Act Amendments; Hearings Before the Committee on Finance, United States Senate, on H. R. 6635, 76th Cong., 1st sess.*).

July: UNEMPLOYMENT COMPENSATION laws in full operation throughout United States, Alaska, and Hawaii, with benefits first payable in Illinois and Montana.

PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Rhode Island.

July 1: FEDERAL SECURITY AGENCY established in accordance with the President's Reorganization Plan No. 1

(effective under Public Res. 20, 76th Cong., 1st sess., approved June 7, 1939), integrating Social Security Board (to which is transferred United States Employment Service from Department of Labor), Public Health Service, Civilian Conservation Corps, National Youth Administration, and Office of Education in one administrative unit.

July 1: UNEMPLOYMENT BENEFITS first payable under Railroad Unemployment Insurance Act (Public, No. 722, 75th Cong., approved June 25, 1938). Unemployment benefit rights of railroad workers transferred from State agencies to Railroad Retirement Board.

July 12: APPOINTMENT of Paul V. McNutt as Federal Security Administrator confirmed by Senate.

July 13: SOCIAL SECURITY ACT AMENDMENTS OF 1939 (H. R. 6635, 76th Cong., 1st sess.) approved by Senate with amendments. Bill was reported out by Finance Committee on July 7 (S. Rept. 734, 76th Cong., 1st sess.).

July 27: UNEMPLOYMENT BENEFITS suspended in South Dakota as State employment service offices close because of failure of State legislature to appropriate necessary amount of State funds for their operation. (See item for Sept. 27, 1939.)

August 5: SOCIAL SECURITY ACT AMENDMENTS OF 1939 (H. R. 6635) accepted by Senate after amendments in disagreement had been reconciled in conference and accepted by House of Representatives on August 4 (H. Rept. 1461, 76th Cong., 1st sess.).

August 10: SOCIAL SECURITY ACT AMENDMENTS OF 1939 (H. R. 6635, Public, No. 379, 76th Cong., 1st sess.) approved by the President. Major changes include:

OLD-AGE INSURANCE—program broadened to include survivors insurance and payment of monthly benefits advanced to 1940. Monthly benefits provided for aged wives and young children of beneficiaries under program, and to widows, children, and, in certain instances, parents of deceased insured workers. Benefit formula based on average wages as defined, increasing benefits to workers who retire in early years of system. Beginning with 1939, wages received from covered employment after age 65 taxable and counted toward benefits. Lump-sum payments to workers at age 65 discontinued effective August 10, 1939. Coverage extended to certain maritime employment and employment by certain government instrumentalities; exclusion broadened for certain other types of employment, notably those related to agriculture. Old-age and survivors insurance trust fund established, as of January 1, 1940, with board of trustees, comprising Secretary of the Treasury, managing trustee, Secretary of Labor, and Chairman of Social Security Board. Assets of old-age reserve account transferred as of January 1, 1940, to trust fund, to which are appropriated, beginning with fiscal year 1940-41, amounts equivalent to receipts under Federal Insurance Contributions Act. Contribution rate for employers and employees maintained at 1 percent each until 1943, when rate becomes 2 percent.

Table 1.—States with public assistance plans approved by the Social Security Board as of Dec. 31, 1939, with date of approval, date from which Federal funds available, and month Federal funds first used for assistance payments to recipients

State	Old-age assistance				Aid to dependent children				Aid to the blind	
	Approved	Federal funds available from —	Federal funds first used for assistance payments for —	42	Approved	Federal funds available from —	Federal funds first used for assistance payments for —	42	Approved	Federal funds available from —
Total approved as of Dec. 31, 1939.										
Alabama	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	February 1936	Mar. 30, 1937	Apr. 1, 1937	April 1937.
Alaska	June 29, 1937	July 1, 1937	July 1937	Dec. 31, 1935	Feb. 1, 1936	February 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	June 1936.
Arizona	June 3, 1936	June 3, 1936	June 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	February 1936	Dec. 31, 1935	Apr. 1, 1936	April 1936.
Arkansas	Mar. 3, 1936	Mar. 3, 1936	March 1936	Mar. 3, 1936	Apr. 1, 1936	April 1936	April 1936	Mar. 31, 1936	Apr. 1, 1936	April 1936.
California	May 6, 1936	Apr. 1, 1936	do	May 4, 1936	July 1, 1936	July 1936	July 1936	May 29, 1936	July 1, 1936	July 1936.
Colorado	May 4, 1936	do	do	May 4, 1936	Apr. 1, 1936	April 1936	April 1936	May 4, 1936	Apr. 1, 1936	April 1936.
Connecticut	Dec. 31, 1935	Apr. 15, 1936	February 1936	July 29, 1936	July 29, 1936	August 1936	August 1936	Feb. 4, 1936	Feb. 1, 1936	February 1936. ¹
Delaware	Dec. 31, 1935	Feb. 1, 1936	March 1936	Dec. 31, 1935	Aug. 1, 1936	August 1936	August 1936	Dec. 31, 1935	Feb. 1, 1936	April 1936.
District of Columbia	Oct. 13, 1935	Oct. 13, 1935	Oct. 1935	Dec. 31, 1935	Aug. 1, 1936	August 1936	August 1936	Dec. 17, 1937	Dec. 1, 1937	January 1938.
Florida	June 29, 1937	June 29, 1937	June 1937	June 29, 1937	July 1, 1937	July 1937	July 1937	June 29, 1937	July 1, 1937	July 1937.
Georgia	Dec. 31, 1935	Sept. 1, 1936	September 1936	Aug. 24, 1937	June 1, 1936	June 1936	June 1936	June 24, 1937	do	November 1937.
Idaho	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.
Illinois	July 6, 1936	July 1, 1936	July 1936	Apr. 7, 1936	Apr. 1, 1936	April 1936	September 1936	Apr. 7, 1936	Apr. 1, 1936	April 1936.
Indiana	Apr. 7, 1936	Apr. 1, 1936	April 1936	Apr. 7, 1936	Apr. 1, 1936	April 1936	September 1936	Apr. 7, 1936	Apr. 1, 1936	April 1936.
Iowa	Dec. 31, 1935	Feb. 1, 1936	February 1936	July 29, 1937	Aug. 1, 1937	August 1937	August 1937	Apr. 30, 1937	Nov. 1, 1937	November 1937.
Kansas	Aug. 7, 1936	Aug. 1, 1936	August 1936	July 29, 1937	Aug. 1, 1937	August 1937	August 1937	July 29, 1937	Aug. 1, 1937	September 1937.
Kentucky	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	June 1936	June 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.
Louisiana	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	June 1936	June 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.
Maine	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	June 1936	June 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.
Maryland	Mar. 31, 1936	do	do	Mar. 31, 1936	Mar. 31, 1936	March 1936	March 1936	Mar. 31, 1936	Mar. 31, 1936	March 1936.
Massachusetts	Dec. 29, 1935	Mar. 1, 1936	March 1936	Dec. 29, 1935	Mar. 1, 1936	March 1936	March 1936	Dec. 29, 1935	Mar. 1, 1936	March 1936.
Michigan	Mar. 31, 1936	Mar. 31, 1936	March 1936	Mar. 31, 1936	Mar. 31, 1936	March 1936	March 1936	Mar. 31, 1936	Mar. 31, 1936	March 1936.
Minnesota	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	June 1936	June 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.
Mississippi	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	June 1936	June 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.
Missouri	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	June 1936	June 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.
Montana	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	June 1936	June 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.
Nebraska	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	June 1936	June 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.
Nevada	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	June 1936	June 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.
New Hampshire	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	June 1936	June 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.
New Jersey	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	June 1936	June 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.
New Mexico	May 5, 1936	Apr. 1, 1936	April 1936	May 5, 1936	Apr. 1, 1936	April 1936	April 1936	May 5, 1936	Apr. 1, 1936	April 1936.
New York	June 19, 1936	May 25, 1936	May 1936	June 19, 1936	May 25, 1936	May 1936	May 1936	June 19, 1936	May 25, 1936	May 1936.
North Carolina	June 21, 1937	July 1, 1937	July 1937	June 21, 1937	July 1, 1937	July 1937	July 1937	June 21, 1937	July 1, 1937	July 1937.
North Dakota	June 21, 1937	July 1, 1937	July 1937	June 21, 1937	July 1, 1937	July 1937	July 1937	June 21, 1937	July 1, 1937	July 1937.
Ohio	Mar. 31, 1936	Mar. 31, 1936	March 1936	Mar. 31, 1936	Mar. 31, 1936	March 1936	March 1936	Mar. 31, 1936	Mar. 31, 1936	March 1936.
Oklahoma	Apr. 1, 1936	Apr. 1, 1936	April 1936	Apr. 1, 1936	Apr. 1, 1936	April 1936	April 1936	Apr. 1, 1936	Apr. 1, 1936	April 1936.
Oregon	Mar. 31, 1936	Mar. 31, 1936	March 1936	Mar. 31, 1936	Mar. 31, 1936	March 1936	March 1936	Mar. 31, 1936	Mar. 31, 1936	March 1936.
Pennsylvania	Jan. 24, 1936	Jan. 24, 1936	January 1936	Jan. 24, 1936	Jan. 24, 1936	January 1936	January 1936	Jan. 24, 1936	Jan. 24, 1936	January 1936.
Rhode Island	Aug. 3, 1937	Aug. 3, 1937	August 1937	Aug. 3, 1937	Aug. 3, 1937	August 1937	August 1937	Aug. 3, 1937	Aug. 3, 1937	August 1937.
South Carolina	Oct. 5, 1936	Oct. 1, 1936	October 1936	Oct. 5, 1936	Oct. 1, 1936	October 1936	October 1936	Oct. 5, 1936	Oct. 1, 1936	October 1936.
South Dakota	June 29, 1937	July 1, 1937	July 1937	June 29, 1937	July 1, 1937	July 1937	July 1937	June 29, 1937	July 1, 1937	July 1937.
Tennessee	June 29, 1937	July 1, 1937	July 1937	June 29, 1937	July 1, 1937	July 1937	July 1937	June 29, 1937	July 1, 1937	July 1937.
Texas	Apr. 21, 1936	Apr. 21, 1936	April 1936	Apr. 21, 1936	Apr. 21, 1936	April 1936	April 1936	Apr. 21, 1936	Apr. 21, 1936	April 1936.
Utah	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.
Vermont	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.
Virginia	Sept. 2, 1936	Sept. 2, 1936	September 1936	Sept. 2, 1936	Sept. 2, 1936	September 1936	September 1936	Sept. 2, 1936	Sept. 2, 1936	September 1936.
Washington	Jan. 24, 1936	Jan. 24, 1936	January 1936	Jan. 24, 1936	Jan. 24, 1936	January 1936	January 1936	Jan. 24, 1936	Jan. 24, 1936	January 1936.
West Virginia	Sept. 23, 1936	Oct. 1, 1936	October 1936	Sept. 23, 1936	Oct. 1, 1936	October 1936	October 1936	Sept. 23, 1936	Oct. 1, 1936	October 1936.
Wisconsin	Dec. 23, 1935	Feb. 1, 1936	February 1936	Dec. 23, 1935	Feb. 1, 1936	February 1936	February 1936	Dec. 23, 1935	Feb. 1, 1936	February 1936.
Wyoming	Dec. 31, 1935	do	do	Dec. 31, 1935	do	do	do	Dec. 31, 1935	do	do.

¹ Unless otherwise indicated, no lapse in availability of Federal funds.

² Federal funds available and used for assistance payments for February through June 1936. No request for State for Federal funds after July 1, 1936, and plan withdrawn as of October 1936. New plan approved Nov. 1, 1936, and Federal funds available from July 1, 1936, and first used for assistance payments for July 1936.

³ No Federal funds requested for June 1938.

⁴ Plan expired Aug. 31, 1937; revised plan approved Dec. 7, 1937; Federal funds available from Dec. 1, 1937, and first used for assistance payments under new plan for December 1937.

⁵ Plan approved Dec. 27, 1935; expired Mar. 31, 1936. Federal funds available from Feb. 1 to Mar. 31, 1936, and used for assistance payments for February and March 1936.

⁶ Plan expired Mar. 31, 1936; new plan approved Mar. 31, 1936; Federal funds available from Nov. 1, 1936, and first used for assistance payments under new plan for November 1936.

⁷ Plan withdrawn June 30, 1936; new plan approved June 22, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

⁸ Federal funds available for October 1938.

⁹ Revised plan approved Oct. 5, 1936; no payments made by State for August 1936.

¹⁰ Revised plan approved Nov. 2, 1936; Federal funds not granted for August and September 1936.

¹¹ Plan approved Dec. 31, 1935; expired Dec. 31, 1937; Federal funds available and used for assistance payments for February through December 1936.

¹² Plan approved for July 1933.

UNEMPLOYMENT COMPENSATION—effective January 1, 1939, Federal unemployment tax on “wages paid” rather than “wages payable”; beginning with 1940, this tax applicable only to first \$3,000 in wages from an employer; definition of covered employment, except for maritime employment, conformed in general to that for old-age and survivors insurance; effective January 1, 1940, State personnel merit system prerequisite for Social Security Board’s approval of State unemployment compensation law.

PUBLIC ASSISTANCE—Federal participation authorized in aid to dependent children from age 16 to 18 when child attends school regularly. Effective Jan-

uary 1, 1940, Federal participation in payments for aid to dependent children increased to one-half amounts expended under State plan within limits specified in act; Federal reimbursement authorized for one-half State expenditures for administration of aid to the blind; maximum for individual payments in which Federal matching funds may be used increased to \$40 a month for aid to the blind and old-age assistance; State personnel merit systems prerequisite for Social Security Board’s approval of State public-assistance plans.

HEALTH AND WELFARE programs under the act—amended by increase in annual authorization of

Table 2.—Dates of passage of State unemployment compensation laws, of approval of laws by the Social Security Board, of first Federal grants, and month and year in which benefits first payable

State	Date law passed	Date law approved under title IX ¹	Date first grant certified under title III ²	Month and year in which benefits first payable
Alabama	Sept. 14, 1935	Dec. 31, 1935	Mar. 21, 1936	January 1938.
Alaska	Apr. 2, 1937	May 4, 1937	June 15, 1937	January 1939.
Arizona	Dec. 2, 1936	Dec. 22, 1936	Mar. 2, 1937	January 1938.
Arkansas	Feb. 26, 1937	Mar. 9, 1937	Mar. 12, 1937	January 1939.
California	June 25, 1935	Dec. 27, 1935	Mar. 12, 1936	January 1938.
Colorado	Nov. 20, 1936	Nov. 27, 1936	Dec. 2, 1936	January 1939.
Connecticut	Nov. 30, 1936	Dec. 8, 1936	Dec. 31, 1936	January 1938.
Delaware	Apr. 30, 1937	June 5, 1937	June 29, 1937	January 1939.
District of Columbia	Aug. 28, 1935	Nov. 15, 1935	Mar. 12, 1936	January 1938.
Florida	June 9, 1937	June 24, 1937	July 29, 1937	January 1939.
Georgia	Mar. 29, 1937	Apr. 2, 1937	Apr. 26, 1937	Do.
Idaho	May 18, 1937	June 10, 1937	Aug. 6, 1937	Do.
Illinois	Aug. 6, 1936	Sept. 1, 1936	Sept. 23, 1936	September 1938.
Indiana	June 30, 1937	July 16, 1937	Aug. 13, 1937	July 1939.
Iowa	Mar. 18, 1936	Apr. 18, 1936	June 5, 1936	April 1938.
Kansas	Dec. 24, 1936	Dec. 29, 1936	Feb. 18, 1937	July 1938.
Kentucky	Mar. 26, 1937	Apr. 6, 1937	Apr. 26, 1937	January 1939.
Louisiana	Dec. 29, 1936	Dec. 31, 1936	Jan. 5, 1937	Do.
Maine	June 29, 1936	Nov. 20, 1936	Nov. 27, 1936	January 1938.
Maryland	Dec. 18, 1936	Dec. 24, 1936	Dec. 31, 1936	Do.
Maryland	Dec. 17, 1936	Dec. 22, 1936	Jan. 26, 1937	Do.
Massachusetts	Aug. 12, 1935	Feb. 4, 1936	Mar. 21, 1936	Do.
Michigan	Dec. 24, 1936	Dec. 29, 1936	Jan. 22, 1937	July 1938.
Minnesota	do	do	Jan. 5, 1937	January 1938.
Mississippi	Mar. 23, 1936	May 20, 1936	June 16, 1936	April 1938.
Missouri	June 17, 1937	July 13, 1937	Aug. 6, 1937	January 1939.
Montana	Mar. 16, 1937	Mar. 30, 1937	May 18, 1937	July 1939.
Nebraska	Apr. 30, 1937	May 18, 1937	May 26, 1937	January 1939.
Nevada	Mar. 23, 1937	Apr. 9, 1937	May 4, 1937	Do.
New Hampshire	May 29, 1935	Dec. 13, 1935	Mar. 5, 1936	January 1938.
New Jersey	Dec. 22, 1936	Dec. 24, 1936	Jan. 19, 1937	January 1939.
New Mexico	Dec. 16, 1936	Dec. 19, 1936	Dec. 24, 1936	December 1938.
New York	Apr. 25, 1935	Jan. 24, 1936	Mar. 10, 1936	January 1938.
North Carolina	Dec. 16, 1936	Dec. 19, 1936	Dec. 31, 1936	Do.
North Dakota	Mar. 16, 1937	Apr. 16, 1937	Apr. 27, 1937	January 1939.
Ohio	Dec. 17, 1936	Dec. 22, 1936	Jan. 19, 1937	Do.
Oklahoma	Dec. 12, 1936	Dec. 19, 1936	Dec. 31, 1936	December 1938.
Oregon	Nov. 15, 1935	Dec. 23, 1935	Apr. 8, 1936	January 1938.
Pennsylvania	Dec. 5, 1936	Dec. 8, 1936	Dec. 24, 1936	Do.
Rhode Island	May 5, 1936	June 8, 1936	June 16, 1936	Do.
South Carolina	June 6, 1936	July 22, 1936	Aug. 18, 1936	July 1938.
South Dakota	Dec. 24, 1936	Dec. 29, 1936	Jan. 8, 1937	January 1939.
Tennessee	Dec. 18, 1936	Dec. 22, 1936	Jan. 29, 1937	January 1938.
Texas	Oct. 27, 1936	Nov. 5, 1936	Nov. 27, 1936	Do.
Utah ³	Aug. 29, 1936	Sept. 15, 1936	Sept. 23, 1936	Do.
Vermont	Dec. 22, 1936	Dec. 29, 1936	Dec. 31, 1936	Do.
Virginia	Dec. 18, 1936	Dec. 19, 1936	Jan. 26, 1937	Do.
Washington	Mar. 16, 1937	Apr. 13, 1937	May 11, 1937	Do.
West Virginia	Dec. 17, 1936	Dec. 22, 1936	Feb. 18, 1937	January 1939.
Wisconsin	Jan. 29, 1932	Nov. 27, 1935	Mar. 12, 1936	July 1936.
Wyoming	Feb. 25, 1937	Mar. 24, 1937	Apr. 26, 1937	January 1939.

¹ On Feb. 10, 1939, provisions relative to approval of State unemployment compensation laws by the Social Security Board were incorporated in the Internal Revenue Code, ch. 9, subch. C, subsequently designated Federal Unemployment Tax Act.

² Date on which certification of Federal grants for administration of State unemployment compensation law was authorized by the Social Security Board; in some instances a few days elapsed before formal certification to the Secretary of the Treasury.

³ An unemployment compensation law which had been passed by the State of Utah on Mar. 25, 1935, was repealed and replaced by the present legislation on Aug. 29, 1936.

⁴ An unemployment compensation law was passed by the State of Washington on Mar. 21, 1935. On Sept. 15, 1936, the State Supreme Court held that that law had never become effective because the court found that a provision contained therein conditioning the effectiveness of the law on the enactment of the Wagner-Doughton bill had not been fulfilled.

Federal funds for grants to States and, effective January 1, 1940, by inclusion of Puerto Rico, and by requirement that State programs for maternal and child health and for crippled children include personnel merit system as condition of Federal grants.

August 11: COMMITTEE ON ECONOMIC SECURITY asked by the President to continue "active study of various proposals which may be made for amendments or developments to the Social Security Act." The President adds Chairman of Social Security Board to committee membership, which includes Secretary of Labor, chairman, Secretaries of Treasury, Agriculture, and Commerce, and Attorney General. (See item for June 29, 1934.)

August 11: SOCIAL SECURITY ACT and Internal Revenue Code amended by Public, No. 400, 76th Cong., 1st sess., to except from Federal insurance benefits and from Federal Unemployment Tax Act and Federal Insurance Contributions Act, services rendered prior to January 1, 1940, in employ of owner or tenant of land, in salvaging timber or clearing brush and debris left by hurricane.

September 27: UNEMPLOYMENT BENEFIT payments resumed in South Dakota with reopening of public employment offices. (See item for July 27, 1939.)

Year 1939: PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$566 million for the year and general relief payments solely from State and local funds to \$482 million:

Program	Payments, 1939 (millions)
Total	\$1,048
Old-age assistance	431
Aid to dependent children	115
Aid to the blind	20
General relief	482

Payments made under Federal work programs amounted to \$2,428 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$19 million.

Payments were made for December to 1,909,000 recipients of old-age assistance, 757,000 dependent children in 315,000 families, 70,000 recipients of aid to the blind, and 1,567,000 general relief cases.

All 51 jurisdictions used Federal funds toward old-age assistance payments for the entire year; 42 used Federal funds for all or part of the year for aid to dependent children and 43 for aid to the blind. Thirty-nine jurisdictions participated under Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act accounted for all old-age assistance payments, 96.4

percent of the total amount for aid to dependent children and 60.8 percent of the total for aid to the blind. For December, all old-age assistance recipients, 95.4 percent of the families receiving aid to dependent children, and 65.6 percent of the recipients of aid to the blind were in States using Federal funds for payments.

EMPLOYMENT SECURITY—unemployment compensation laws of all 51 jurisdictions covered an estimated total of 28 million workers. All jurisdictions received Federal funds for administration of their unemployment compensation laws, and all received Federal funds under the Social Security Act for expansion and administration of their employment services. At the end of the year the unemployment trust fund contained a total of \$1.5 billion to the credit of all jurisdictions. During the year approximately 5 million unemployed workers received a total of \$429.8 million in benefits. During the year nearly 3.5 million placements were made by public employment services of all 51 jurisdictions, 2.7 million in private employment and 800,000 in public employment.

RAILROAD UNEMPLOYMENT insurance payments under the Railroad Unemployment Insurance Act numbered 385,450 and totaled \$5.8 million.

OLD-AGE INSURANCE lump-sum payments to 59,343 qualified individuals who attained age 65 amounted to a total of \$4,573,956.23, or an average of \$77.08 for the period from January 1 to August 10 when these payments were discontinued by amendments; 115,481 lump-sum death payments amounted to \$9,321,097.74 for the year, or an average of \$80.72. A cumulative net total of 47.7 million accounts had been established for workers to identify their individual records of wages for employment covered by the program. Wage reports to the Social Security Board indicate that approximately 33.6 million workers received a total of \$29.2 billion in wages from covered employment in 1939.

RAILROAD RETIREMENT employee annuities and pensions paid under the Railroad Retirement Act totaled \$107,282,000; survivor and death-benefit annuities amounted to \$1,450,000; lump-sum death payments totaled \$1,926,000. As of the end of the year, employee annuities and pensions were in force for 136,053 individuals and survivor and death-benefit annuities for 2,755.

HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service, maternal and child-health services, and services for crippled children in all jurisdictions child-welfare services in all but one; and vocational rehabilitation in all but one.

• II •

SOCIAL AND ECONOMIC FACTORS



Economic Insecurity in Relation to Family Composition¹

IT IS GENERALLY REALIZED that a large proportion of our population lives close to the level of subsistence, but a general consciousness of this fact is not necessarily a sound guide to the adoption of the governmental measures which will ensure greater economic security. The Social Security Board therefore welcomed the opportunity, in 1938, to make a study of family composition and its relation to economic security on the basis of information obtained in the National Health Survey.

Table 1.—Urban single-family households by size of family, and percent with specified annual per capita income¹

[Preliminary data, subject to revision]

Size of family	Number of families	Percent with per capita income of—			
		Less than \$200 ¹	\$200 or more	\$300 or more	\$500 or more
All families *.....	519,577	30.0	70.0	57.8	35.6
1 person.....	55,963	21.8	78.2	74.3	62.9
2 persons.....	154,384	21.0	79.0	71.5	55.3
3 persons.....	118,616	23.5	76.5	65.7	35.2
4 persons.....	89,166	30.8	69.2	52.3	19.4
5 persons.....	45,504	42.6	57.4	33.6	9.0
6 persons.....	25,313	56.0	44.0	22.0	4.8
7 persons.....	15,346	68.7	31.3	11.9	2.6
8 persons.....	7,657	77.7	22.3	6.9	1.9
9 persons.....	3,523	83.6	16.4	6.4	1.2
10 persons.....	1,852	87.9	12.1	4.4	1.2
11 persons.....	861	90.8	9.2	3.5	1.7
12 persons.....	392	88.0	12.0	4.6	2.0

¹ All relief families were assigned to the "less than \$200" group.

* Excludes families with 13 or more persons.

This survey was a project of the Works Progress Administration and was made under the supervision of the United States Public Health Service.² Through a house-to-house canvass in the winter of 1935-36, information was obtained on the

family's sickness and disability experience and medical services received and on the composition of the family, characteristics of the members, and their economic status. The study included some 740,000 households, so selected as to comprise a representative sample of the urban population of the United States and a substantial sample of the rural population.³ In presenting the general picture of the extent of economic insecurity and the segments of the population in which this insecurity is most acute, this discussion will be limited, for simplicity, to urban single-family⁴ households, which numbered more than half a million and constituted 76 percent of the households and 72 percent of the population of the urban sample for whom income information was obtained.

For the 12-month period preceding the date of the canvass, almost half of these urban families were reported as having received relief or incomes of less than \$1,000.⁵ Only 15 percent reported annual incomes of \$2,000 or more. Of persons in households of two or more members, considerably more than one-third were members of families which had per capita incomes of less than \$200 a year; more than half were in families with per

¹ Analysis of income distribution is limited to urban families because the rural sample was restricted in volume and geographic distribution and information regarding income was incomplete. However, available information, especially that from the Study of Consumer Purchases reflected in *Consumer Incomes in the United States* (National Resources Committee, Washington, 1938), shows that, by and large, rural families are more needy than urban families, and the proportion of children in these families is considerably larger. (See Sanders, Barkev S., and Carlton, Doris, "Children in Urban and Rural Families," *Social Security Bulletin*, Vol. 2, No. 10 (October 1939), pp. 36-46.)

⁴ A family is defined as (a) one or both spouses and their unmarried children, if any, including adopted or foster children, living together as a family unit; or (b) unmarried sisters and/or brothers and sisters, living together as a family unit; or (c) persons living in extra-familial groups, or by themselves, who are considered as separate one-person families.

⁵ "Income is defined to include salaries, wages, business profits including those from boarding and lodging houses which supplied the main income of the family, income from boarders and lodgers in private families, and income from investments; it thus represents an approximate net yearly income of the family. Families were not asked to report the exact amount of income but to locate themselves in the appropriate interval. . . .

² For a discussion of the scope and method of the National Health Survey, see Perrott, George St. J.; Tibbitts, Clark; and Britten, Rollo, H., "The National Health Survey: Scope and Method of the Nation-wide Canvass of Sickness in Relation to its Social and Economic Setting," *Public Health Reports*, Vol. 54, No. 37 (Sept. 15, 1939), pp. 1663-1687 (Reprint 2098, U. S. Public Health Service); and Sanders, Barkev S., "Family Composition in the United States," *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 9-13. See also bibliographic notes on family composition and economic status, pp. 241-242.

"Families were identified as having received relief, if at any time during the year covered by the report one or more members had had assistance such as work relief (but not PWA or CCC wages), direct relief, mothers' pension, pension for the blind or a grant for any similar purpose from public funds administered by a Federal, State, or local government. Families which reported the receipt of relief were not asked to specify the amount of income received during the year." National Health Survey: 1935-36, *The Relief and Income Status of the Urban Population of the United States, 1935*. Population Series, Bulletin C, U. S. Public Health Service, 1938, p. 2.

capita incomes of less than \$300; and three-fourths in families with per capita incomes of less than \$500.

Significant as these facts are, they indicate merely a widespread insufficiency of income in the population at large. From the standpoint of a national program, the information with respect to the needs of special segments of the population is of even greater significance. The study has revealed that economic insecurity is far more acute among certain groups of families than others.

Income and Family Size

Analysis of the income distribution of families shows that, in general, the larger the family the lower the per capita income. Though the average family income is higher in some groups of larger families, this increase, which is limited to families with not more than four members, is by no means proportionate to the family size. For example, while 78 percent of the one-person families and 79 percent of the families with two members have per capita incomes of \$200 a year or more, the corresponding proportion for families of four is 69 percent; for families of six, 44 percent; and for larger families, still lower (table 1, p. 17). The differences in the percentages of small and of large families which attain a per capita income level of \$300 or more, or \$500 or more, are sharper than the corresponding differences with a per capita income level of \$200. No reasonable allowance

for the fact that certain economies are possible in large families is sufficient to offset their markedly lower per capita incomes as compared with the average per capita incomes in smaller families. While the average per capita income of all persons in these urban single-family households is \$432, the average ranges from a maximum of \$934 for one-person families to a minimum of \$131 in families of 12 or more members (table 2 below and chart 1, p. 19).

The inevitable conclusion that larger families are economically less secure is borne out also by an analysis of the distribution of incomes in groups of families classified by the number of their members (table 3, p. 19). The proportion of families reporting relief status is lowest—12 percent—in families of 2 persons and rises progressively for groups of larger families until it approximates or exceeds 40 percent in families of 8 or more. An appreciable proportion of the families with 6 or more persons reported family incomes of less than \$1,000; conversely, incomes of \$3,000 and over are relatively more numerous among families of 3 to 6 persons than among those with from 7 to 11 members.

Family Type and Income

Economic insecurity is concentrated, further, in certain types of families (table 4, p. 20). Families consisting of unmarried individuals, either living alone or living with sisters or brothers, have a more

Table 2.—Percentage distribution of persons in urban single-family households and estimated average family income and per capita income, by size of family¹

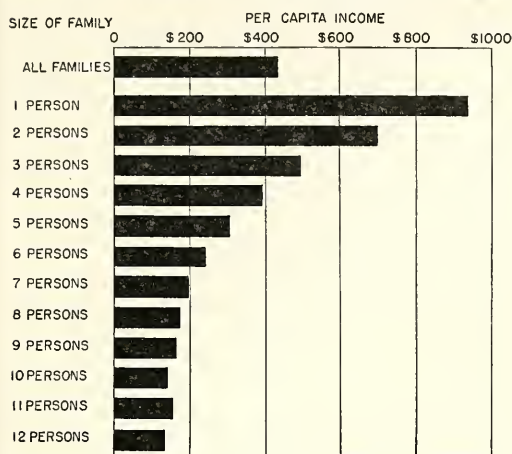
[Preliminary data, subject to revision]

Size of family	Percentage distribution of persons in—			Mean income						Median family income of nonrelief families
				All families		Relief families		Nonrelief families		
	All families	Relief families	Nonrelief families	Per family	Per capita	Per family	Per capita	Per family	Per capita	
All families.....	100.0	² 100.0	³ 100.0	\$1,408	\$432	\$724	\$190	\$1,544	\$490	\$1,270
1 person.....	3.3	2.9	3.4	934	934	416	416	1,040	1,040	800
2 persons.....	18.2	11.5	19.9	1,393	697	630	315	1,500	750	1,225
3 persons.....	21.0	14.7	22.5	1,488	496	708	236	1,610	537	1,345
4 persons.....	21.0	17.6	21.9	1,558	390	785	196	1,707	427	1,407
5 persons.....	14.3	15.9	13.9	1,507	302	831	166	1,693	339	1,382
6 persons.....	9.0	12.5	8.1	1,442	240	848	141	1,663	277	1,370
7 persons.....	5.5	9.2	4.7	1,392	199	869	124	1,640	234	1,340
8 persons.....	3.6	6.9	2.8	1,383	173	913	114	1,660	208	1,356
9 persons.....	1.9	4.1	1.3	1,453	162	1,013	113	1,778	198	1,382
10 persons.....	1.1	2.4	.8	1,395	139	1,009	101	1,682	168	1,348
11 persons.....	.6	1.3	.4	1,723	157	1,262	115	2,101	191	1,457
12 or more persons.....	.5	1.0	.3	1,651	131	1,191	95	1,985	158	1,580

¹ The method of arriving at these estimates is described in Sanders, Barkey S., and Kantor, Anne G., "Income of Urban Families and Individuals in Single-Family Households," *Social Security Bulletin*, Vol. 2, No. 9 (September 1939), pp. 27-28.

² 328,577 individuals in urban single-family relief households.

³ 1,365,334 individuals in urban single-family nonrelief households.

Chart 1.—Per capita income of all urban single-family households, by size of family

elsewhere than in the household at the time of the canvass. While the average per capita income is slightly smaller for the whole group of normal families, which includes a much higher proportion of large families, for families of a given size per capita income is invariably lowest of all in broken families headed by a woman. The importance of the revision of the Social Security Act to extend benefits to survivors of insured wage earners and thus mitigate the economic insecurity of broken families is apparent, as is the importance of the Federal-State assistance provided under the act on behalf of dependent children who have been deprived of parental support by the death, absence from home, or incapacity of a breadwinner.

The relative insecurity of families broken by the absence of the husband is even more clearly reflected by a comparison of the income distribution of families of different types and sizes (table 5, p. 21). Except for one-person families, the proportion of families reporting a relief status is markedly higher among broken families headed by a woman than among families of any other type. A relatively large proportion of these broken families have incomes of less than \$1,000, and the proportion with annual incomes of \$2,000 or more is only about half as large as for all families. Families in which the husband, but not the wife, is present are second in rank in the proportion reporting relief status.

Table 3.—Urban single-family households by size of family, and percentage distribution by income status

[Preliminary data, subject to revision]

Size of family	Number of families ¹	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999	\$3,000 and over
All families.....	519,813	100.0	16.6	29.1	23.3	15.9	10.4	4.7
1 person.....	55,963	100.0	17.1	54.4	15.3	7.4	3.8	2.0
2 persons.....	154,384	100.0	12.3	33.2	23.8	15.9	10.2	4.6
3 persons.....	118,616	100.0	13.6	25.3	25.9	18.2	11.9	5.1
4 persons.....	89,166	100.0	16.2	21.4	25.2	18.7	12.7	5.8
5 persons.....	48,504	100.0	21.5	21.0	23.8	17.1	11.1	5.5
6 persons.....	25,313	100.0	27.1	20.1	22.0	15.5	10.4	4.9
7 persons.....	13,346	100.0	32.2	19.5	21.1	13.6	9.3	4.3
8 persons.....	7,657	100.0	37.1	17.5	19.5	13.6	8.4	3.9
9 persons.....	3,523	100.0	42.4	15.6	17.3	11.5	9.0	4.2
10 persons.....	1,852	100.0	42.6	16.0	18.1	11.2	8.0	4.1
11 persons.....	861	100.0	45.1	12.0	16.9	11.6	9.9	4.5
12 persons.....	392	100.0	39.3	12.5	17.3	13.0	11.0	6.9
13 persons.....	149	100.0	47.7	8.0	12.1	18.8	8.0	5.4
14 persons.....	66	100.0	45.5	10.6	12.1	16.6	7.6	7.6
15 persons.....	10	(2)	(2)	(2)	(2)	(2)	(2)	(2)
16 persons.....	8	(2)	(2)	(2)	(2)	(2)	(2)	(2)
17 persons.....	3	(2)	(2)	(2)	(2)	(2)	(2)	(2)

¹ Excludes 12,570 families with unknown income.² Not computed, because base less than 25.

Age and Income

The income distribution of families varies markedly according to the number of children in the family. There is also some variation in family income according to the age distribution of the adults. In single-family households, the average per capita income of individuals of different ages, determined on the basis of the income of the families of which they were members, is \$431⁶ for all persons.⁷ The average income is \$287 for persons under 16 years of age and \$371 for persons aged 16-24, rises progressively to a maximum of \$627 for persons aged 60-64, and is only slightly less, \$601, for persons aged 65 and over (table 6, p. 21). If the per capita income of persons under 16 years is regarded as 100, the relative per capita income of persons in other age groups would be:

16-24 years.....	129
25-44 years.....	169
45-59 years.....	197
60-64 years.....	218
65 years and over.....	209

The large differences in the per capita incomes of children and aged persons are partly offset by the fact that older persons, especially those aged 65 and over, come from comparatively small families, while a much larger proportion of children under 16 years of age come from large families in which certain economies in per capita costs of living are possible. There is the further consideration that expenditures for a child are usually lower than for an adult. However, no reasonable allowance for these factors can compensate for the striking differences in the average per capita incomes of children and the aged. It is apparent that children constitute economically the least favored age group in this sample of urban single-family households and doubtless also in the general population.⁸

In interpreting these figures for per capita incomes, it should not be inferred that \$287 is the average amount that is spent in providing for

the needs of each child under 16. This sum represents merely the average per capita income in families with children under age 16, weighted by the number of such children in the different families. To the extent that the cost of living is less for children than for adults, there is every reason to believe that the share of the family income actually spent for children is far less, perhaps about half the annual per capita amount indicated above—that is, about \$140 or even less per child—since the average per capita income includes amounts of family income used for savings and certain other purposes aside from the purchase of goods and services for the family as a whole.

The less favorable economic status of families with children is emphasized by a comparison of the income distribution of families according to number of children (table 7, p. 23). When families are grouped by number of children, it is found that the income status is progressively less favorable for each group in order of increasing number of children.

Table 4.—Estimated mean and per capita income of urban single-family households, by size and type of family

[Preliminary data, subject to revision]

Size and type of family	Number of families ¹	Estimated mean family income	Estimated per capita income
All families:²			
Husband and wife.....	405,473	\$1,492	\$415
Husband or wife, husband.....	19,786	1,183	629
Husband or wife, wife.....	66,194	1,027	434
Nonparent, male.....	13,175	1,175	933
Nonparent, female.....	14,847	1,198	867
1 person:			
Husband or wife, husband.....	11,838	986	996
Husband or wife, wife.....	22,341	799	799
Nonparent, male.....	10,997	1,058	1,058
Nonparent, female.....	10,787	1,035	1,035
2 persons:			
Husband and wife.....	126,899	1,424	712
Husband or wife, husband.....	3,282	1,325	663
Husband or wife, wife.....	19,867	1,036	513
Nonparent, male.....	1,427	1,547	773
Nonparent, female.....	2,909	1,434	717
3-4 persons:			
Husband and wife.....	184,638	1,549	450
Husband or wife, husband.....	3,361	1,552	462
Husband or wife, wife.....	18,071	1,213	363
Nonparent, male.....	658	2,179	662
Nonparent, female.....	1,064	2,031	629
5-6 persons:			
Husband and wife.....	68,029	1,494	280
Husband or wife, husband.....	1,666	1,047	313
Husband or wife, wife.....	4,661	1,296	243
Nonparent, male.....	87	2,280	437
Nonparent, female.....	87	3,308	626
7 or more persons:			
Husband and wife.....	25,907	1,412	178
Husband or wife, husband.....	268	1,689	227
Husband or wife, wife.....	1,294	1,280	170

¹ Excludes families with unknown income.

² Husband-and-wife families exclude families of 13 or more persons; husband-or-wife, husband, families exclude families of 9 or more persons; husband-or-wife, wife, families exclude families of 10 or more persons.

⁶ Cf. estimate of \$432 on p. 18. The two figures are derived from different estimates.

⁷ The per capita income estimates for a specified age group were obtained through a weighted average of the per capita income in families in which there were members in that age group.

⁸ Single-family households include 76 percent of all children, 49 percent of all persons aged 65 and over, and more than 69 percent of all individuals enumerated in the urban sample. Analyses of income status are not yet available by age groups for persons in multi-family households. Estimated average per capita income of persons in such households is \$460, considerably more than the corresponding estimate (\$431) for single-family households.

Among families without children only 12 percent reported the receipt of relief; the corresponding proportions are about 15 percent for those with one child, 20 percent for those with two children, nearly 30 percent for those with three children, and 50 to 60 percent for those with six or more children. The percentages of families reporting incomes of less than \$1,000 are appreciable even in the groups of families with five or more children. Conversely, the relative proportion of families with incomes of \$3,000 or more is very small among families with a large number of children; the highest percentage for any of these groups is only about one-third of that for all families. It is evident that families with children, and especially those with many children, have, in general, far smaller economic resources than have childless families, especially when consideration is given to the number of persons who share the family income (table 7, p. 23, and table 4, p. 20).

Table 6.—*Estimated per capita income of persons in urban single-family households, by age of person and type of family*

[Preliminary data, subject to revision]

Type of family	Age group (years)						
	All ages	Under 16	16-24	25-44	45-59	60-64	65 and over
All families.....	\$431	\$287	\$371	\$486	\$564	\$627	\$601
Husband and wife.....	414	291	366	467	541	605	550
Husband or wife, husband.....	626	276	402	759	750	800	760
Husband or wife, wife.....	434	230	328	481	552	643	655
Nonparent, male.....	940	(1)	677	1,084	937	794	741
Nonparent, female.....	868	368	677	965	923	783	751

¹ Not estimated, because number of persons too small.

The fact that broken families with children are among the neediest segments of the population is reflected indirectly in table 8, page 23. The proportion of families on relief is strikingly higher in broken families with only one adult. For

Table 5.—*Urban single-family households by size and type of family, and percentage distribution by income status*

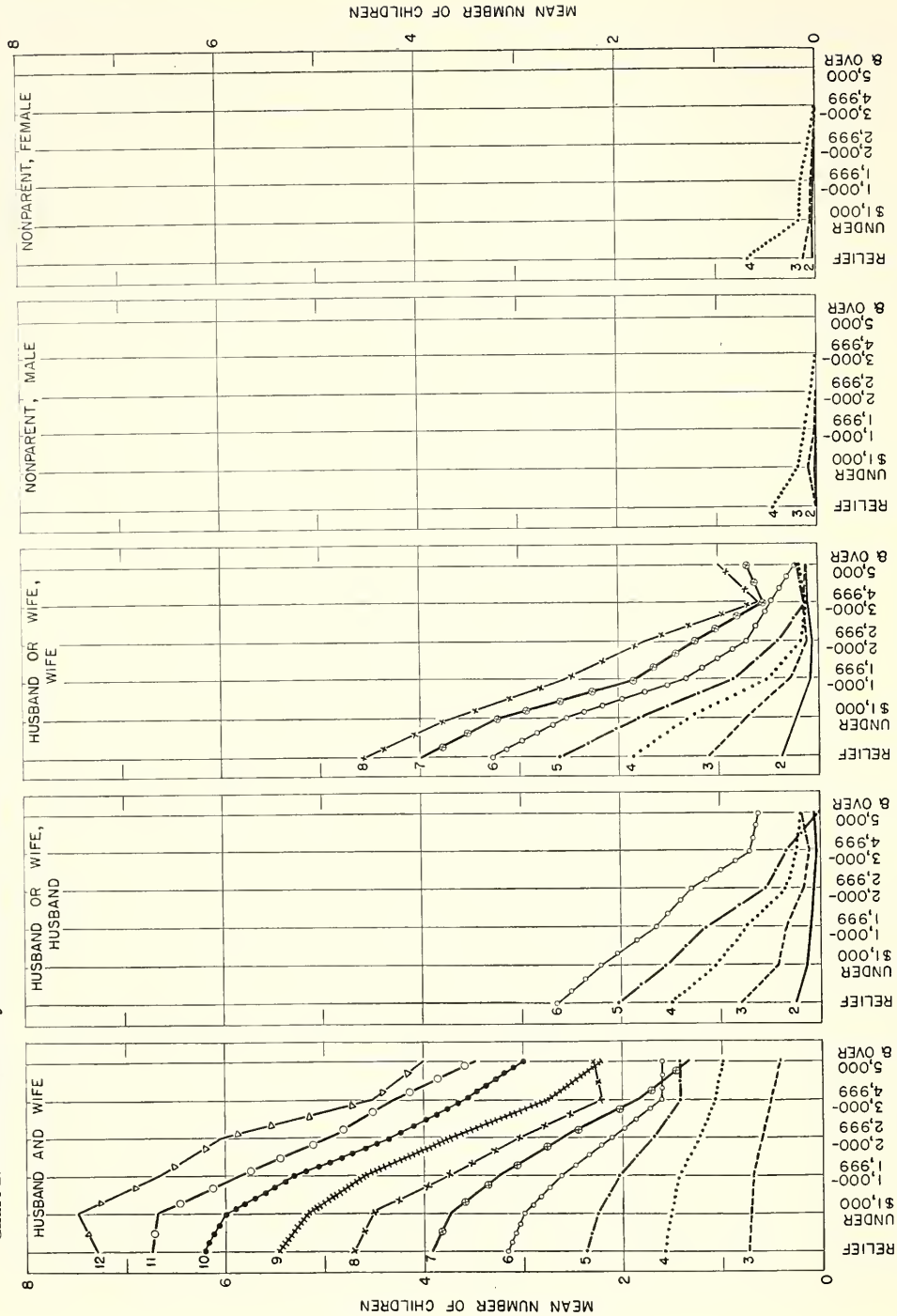
[Preliminary data, subject to revision]

Size and type of family	Number of families ¹	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999	\$3,000 and over
All families:								
All types.....	519,813	100.0	16.6	29.1	23.3	15.9	10.4	4.7
Husband and wife.....	408,705	100.0	15.5	25.1	24.9	17.7	11.6	5.2
Husband or wife, husband.....	19,556	100.0	22.5	37.9	17.8	10.9	7.0	3.9
Husband or wife, wife.....	66,200	100.0	24.3	43.5	16.4	8.6	4.9	2.3
Nonparent, male.....	13,189	100.0	15.4	44.8	18.9	10.8	6.2	3.9
Nonparent, female.....	14,863	100.0	6.6	47.3	21.3	13.7	7.9	3.2
1 person:								
All types.....	55,963	100.0	17.1	54.4	15.3	7.4	3.8	2.0
Husband or wife, husband.....	11,838	100.0	23.8	46.7	15.1	7.3	4.4	2.7
Husband or wife, wife.....	22,341	100.0	18.9	62.4	11.1	4.2	2.0	1.4
Nonparent, male.....	10,997	100.0	16.3	48.1	18.4	9.4	4.9	2.9
Nonparent, female.....	10,787	100.0	6.6	52.9	21.2	12.1	5.6	1.6
2 persons:								
All types.....	154,384	100.0	12.3	33.2	23.8	15.9	10.2	4.6
Husband and wife.....	126,899	100.0	11.1	31.8	24.3	16.8	11.0	5.0
Husband or wife, husband.....	3,282	100.0	17.1	32.2	22.2	15.0	9.4	4.1
Husband or wife, wife.....	19,867	100.0	20.1	41.7	20.2	10.5	4.8	1.7
Nonparent, male.....	1,427	100.0	11.0	33.8	20.8	17.0	11.0	6.4
Nonparent, female.....	2,909	100.0	6.8	36.2	22.5	16.8	12.4	5.3
3-4 persons:								
All types.....	207,782	100.0	14.7	23.7	25.6	18.4	12.2	5.4
Husband and wife.....	184,638	100.0	13.3	23.1	26.4	19.1	12.6	5.5
Husband or wife, husband.....	3,351	100.0	20.6	21.9	22.2	16.8	11.8	6.7
Husband or wife, wife.....	18,071	100.0	28.9	29.9	18.7	11.3	7.9	4.9
Nonparent, male.....	658	100.0	9.4	19.8	22.8	17.6	15.8	14.6
Nonparent, female.....	1,064	100.0	5.4	23.3	20.8	19.9	18.5	12.1
5-6 persons:								
All types.....	73,817	100.0	23.5	20.6	23.2	16.6	10.9	5.2
Husband and wife.....	68,029	100.0	22.1	20.7	23.9	17.0	11.1	5.2
Husband or wife, husband.....	1,047	100.0	27.7	16.4	19.7	17.0	11.5	7.7
Husband or wife, wife.....	4,561	100.0	43.0	20.9	14.1	10.0	7.1	4.1
Nonparent, male.....	93	100.0	14.0	16.1	17.2	19.3	18.3	15.1
Nonparent, female.....	87	100.0	13.8	12.6	12.6	25.3	10.4	25.3
7 or more persons:								
All types.....	27,867	100.0	36.1	17.8	19.7	13.2	9.0	4.2
Husband and wife.....	26,139	100.0	35.4	17.9	20.1	13.4	9.0	4.2
Husband or wife, husband.....	338	100.0	33.7	13.9	17.1	16.0	13.3	6.0
Husband or wife, wife.....	1,360	100.0	52.1	16.3	12.6	8.2	7.6	3.2
Nonparent, male.....	14	(2)	(2)	(2)	(2)	(2)	(2)	(2)
Nonparent, female.....	16	(2)	(2)	(2)	(2)	(2)	(2)	(2)

¹ Excludes 12,570 families with unknown income.

² Not computed, because base less than 25.

Chart 2.—Mean number of children under 16 years in urban single-family households of specified type and size,¹ by income status



INCOME STATUS OF FAMILY

¹ The number at left of each line indicates total size of family.

Table 7.—Urban single-family households by number of children under 16 years, and percentage distribution by income status

(Preliminary data, subject to revision)

Number of children per family	Number of families ¹	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000–1,499	\$1,500–1,999	\$2,000–2,999	\$3,000 and over
All families.....	519,801	100.0	16.6	29.1	23.3	15.9	10.4	4.7
No children.....	279,880	100.0	12.4	33.7	22.1	15.6	10.7	5.5
1 child.....	106,595	100.0	15.2	25.0	26.0	17.9	11.4	4.5
2 children.....	70,708	100.0	19.9	22.9	25.4	17.3	10.5	4.0
3 children.....	33,517	100.0	28.1	22.7	23.6	14.5	8.2	2.9
4 children.....	15,555	100.0	36.2	21.8	21.2	12.1	6.6	2.1
5 children.....	7,458	100.0	43.4	21.4	19.0	9.5	5.2	1.5
6 children.....	3,692	100.0	49.1	19.0	17.3	8.9	4.6	1.1
7 children.....	1,513	100.0	55.1	16.6	14.3	8.9	4.0	1.1
8 children.....	603	100.0	57.1	16.9	13.3	7.8	4.1	.8
9 children and over.....	280	100.0	58.9	13.9	12.2	10.7	3.9	.4

¹ Excludes 12,583 families with unknown income and/or number of children.

example, in four-person families 62 percent of those with three children, in contrast to only 18 percent of those with two children, reported relief status.

Chart 2, page 22, shows the relation between income and average number of children for families of specified type and size. In general, the

proportion of children is smaller in families in the higher income groups.

The high frequency with which children are found in families with lowest per capita incomes is shown in table 9, page 26. About 60 percent of children under 16 years of age are members of

Table 8.—Urban single-family households by size of family and number of children under 16 years, and percentage distribution by income status

(Preliminary data, subject to revision)

Size of family and number of children	Number of families ¹	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000–1,499	\$1,500–1,999	\$2,000–2,999	\$3,000 and over
3 persons.....	118,615	100.0	13.6	25.3	25.9	18.2	11.9	5.1
No children.....	42,867	100.0	10.9	23.3	24.1	19.4	14.5	7.8
1 child.....	72,558	100.0	13.7	26.1	27.7	18.1	10.7	3.7
2 children.....	2,890	100.0	49.6	35.9	8.6	3.9	1.3	.7
4 persons.....	89,163	100.0	16.2	21.4	25.2	18.6	12.8	5.8
No children.....	20,240	100.0	10.1	16.9	22.8	21.3	18.2	10.7
1 child.....	16,480	100.0	15.6	21.1	24.2	19.0	13.8	6.3
2 children.....	52,004	100.0	17.5	23.1	26.9	18.0	10.6	3.9
3 children.....	1,438	100.0	61.7	28.6	6.5	2.1	.8	.3
4 children.....	1	100.0	(²)	(²)	(²)	(²)	(²)	(²)
5 persons.....	48,592	100.0	21.5	21.0	23.8	17.1	11.1	5.5
No children.....	7,433	100.0	10.4	14.6	21.2	21.6	19.2	13.0
1 child.....	8,447	100.0	16.0	18.4	24.7	20.2	13.9	6.8
2 children.....	8,194	100.0	21.9	21.7	23.5	17.4	10.7	4.8
3 children.....	23,805	100.0	25.5	23.6	25.0	14.9	8.1	2.9
4 children.....	623	100.0	72.7	19.1	5.3	2.1	.6	.2
6 persons.....	25,313	100.0	27.1	20.1	22.0	15.5	10.4	4.9
No children.....	2,440	100.0	9.6	16.8	19.4	20.8	21.5	17.9
1 child.....	3,467	100.0	16.3	15.5	22.9	21.0	16.3	8.0
2 children.....	4,526	100.0	23.5	20.0	22.9	17.8	11.2	4.6
3 children.....	4,005	100.0	30.2	21.4	22.3	14.7	8.4	3.0
4 children.....	10,578	100.0	33.7	23.3	22.4	12.2	6.5	1.9
5 children.....	297	100.0	75.8	16.8	3.7	2.4	1.0	.3
7 persons.....	13,345	100.0	32.2	19.5	21.1	13.6	9.3	4.3
No children.....	763	100.0	8.4	10.6	14.4	20.3	23.1	23.2
1 child.....	1,206	100.0	15.3	13.4	21.8	20.7	17.3	11.5
2 children.....	1,969	100.0	23.2	16.9	23.9	17.9	12.9	5.2
3 children.....	2,442	100.0	30.8	19.0	22.9	15.4	9.4	2.5
4 children.....	2,098	100.0	37.7	19.8	21.7	12.2	6.5	2.1
5 children.....	4,759	100.0	41.0	23.8	20.1	9.0	5.1	1.0
6 children.....	108	100.0	85.2	10.2	3.7	.9	.....	.....

¹ Excludes families with unknown income and/or number of children.² Not computed, because base less than 25.

Chart 3.—Mean number of gainful workers in urban single-family households of specified type and size,¹ by income status



¹ The number at right of each line indicates total size of family.

families which received relief or reported per capita incomes of less than \$250, while of persons aged 65 or over, only 33 percent are members of such families. In broken families with a mother as the head 81 percent of the children are in families with relief status or per capita incomes of less than \$250. Almost 90 percent of all children and 97 percent of the children in broken families with the mother only, are in families which reported relief or per capita incomes of less than \$500. By contrast, only 61 percent of all persons aged 65 and over are in families with relief status or per capita incomes of less than \$500. Since the aged person in a single-family household is either the family head or the spouse of the head, it is reasonable to assume that the per capita income of the family used in these comparisons ordinarily reflects the income of the aged person himself rather than the income of others who provide his livelihood.⁹

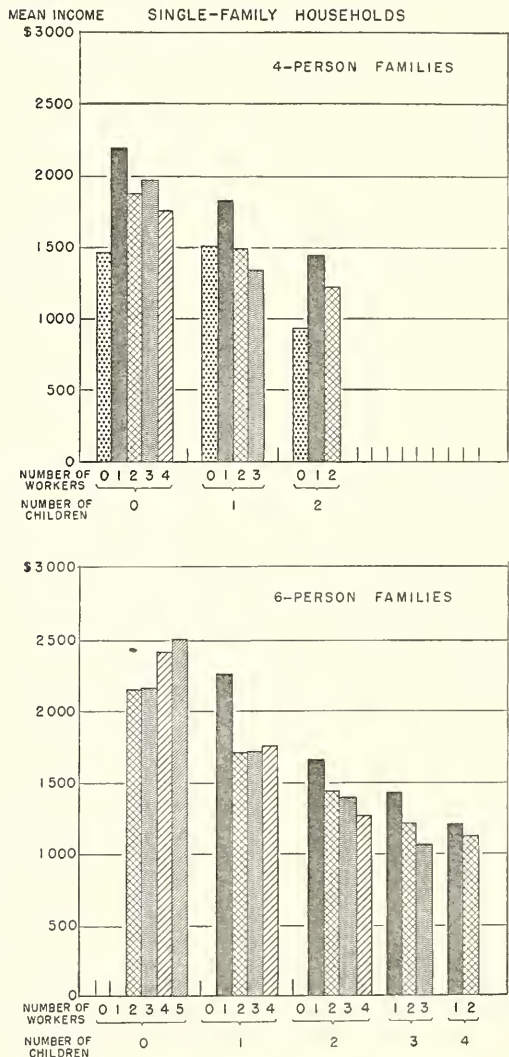
Gainful Workers and Income

Families with gainful workers¹⁰ have a more favorable income status than families without workers, and, in general, of all families, regardless of size or type, those with more than one worker have a somewhat better family income than families with only one worker (table 10, p. 27). The presence of more than one worker makes it less likely, in general, that the family will have a relief status or an annual income of less than \$1,000, and more likely that the family will have an annual income of \$3,000 or more; the number of workers has comparatively little effect on the proportion of families in the intermediate income groups. The favorable income distribution of families with a relatively high proportion of workers among their members is shown, according to type of family, in chart 3, page 24.

The extent of insecurity is particularly marked in families without gainful workers. While somewhat less than half of all families reported receipt of relief or family incomes of less than \$1,000,

more than three-fourths of the families without workers were in these categories (table 11, p. 27). Conversely, the proportion of families reporting incomes of \$2,000 or more is almost three times as high for all families as for those without gainful workers. Analyses of families without gainful workers show that large families without gainful workers were in particularly acute need. For

Chart 4.—Estimated mean income of urban husband-and-wife single-family households of selected size with specified number of children under 16 years, by number of gainful workers



⁹ The income of these aged persons must be their own or that of their unmarried children (see definition of family). The Study of Consumer Purchases indicates that expenditures by families for relatives living in separate households are negligible. All such expenditures, for 14,469 families of wage earners and clerical workers, averaged only \$24 during 1935-36, including expenditures for all kinds of gifts and aid given to relatives and other persons outside the household. "Family Expenditures for Medical Care, Personal Care, and Miscellaneous Items," *Monthly Labor Review*, Vol. 50, No. 5 (May 1940), pp. 1062-1079.

¹⁰ Gainful workers include all persons who were reported in regular employment, those on work relief, and those seeking work at the time of the canvass.

example, in the group of seven-person families without gainful workers, 83 percent are in the relief group, 12 percent have incomes of less than \$1,000, and less than 1 percent have annual incomes of \$2,000 or more.

In families of a given size with children under 16, the highest income is generally found for families with one worker. This fact leads to the inference that employment of secondary workers, especially in families with minor children, may often be brought about by the inadequacy or lack of earnings on the part of the principal wage earner, who in most instances is the head of the household. Despite the addition of the supplementary earnings contributed by other workers in the family, the total family income is likely to be lower in these circumstances than that of families with only one worker. In other words, when children and mothers are forced to enter the labor market to supplement the inadequate resources of the family,

the earnings of both the principal wage earner and the secondary workers are usually so small that the average income of families with more than one worker remains substantially lower than that of families with one worker. In families composed largely of adults rather than children, in which entrance into the labor market may be occasioned more by choice than necessity, the income of families with two or more workers is ordinarily more favorable than that of families with one worker.

The relation between family income and the presence of children and gainful workers in the family is illustrated, for families with four and six members, by chart 4, page 25. In four-person families the highest mean income is that of families with one worker and without children. For families with one child, the highest income is that of families with one worker and the lowest that of families with three workers. Correspond-

Table 9.—Persons in urban single-family households and percent with specified per capita income, by age of person and by type of family

[Preliminary data, subject to revision]

Type of family	Under 16 years	16-24 years	25-44 years	45-59 years	60-64 years	65 years and over
Number of persons ¹						
All families	486, 292	263, 885	560, 264	264, 647	46, 390	67, 062
Husband and wife	450, 679	218, 437	493, 342	221, 532	34, 638	41, 717
Husband or wife, husband	4, 681	7, 274	8, 956	8, 076	2, 259	5, 791
Husband or wife, wife	30, 899	32, 628	42, 993	25, 561	7, 049	15, 566
Nonparent, male	33	2, 254	7, 191	4, 283	949	1, 413
Nonparent, female		3, 292	7, 782	5, 172	1, 495	2, 275
Percent with per capita income of less than \$250 ²						
All families	60.4	47.8	36.3	35.2	30.2	33.0
Husband and wife	59.0	47.6	36.7	35.5	30.9	35.1
Husband or wife, husband	66.3	45.1	28.0	33.9	31.9	32.1
Husband or wife, wife	80.6	55.3	40.4	37.9	27.4	27.9
Nonparent, male		19.1	16.4	27.1	31.8	39.5
Nonparent, female	36.4	16.4	12.0	17.2	22.1	27.3
Percent with per capita income of less than \$350						
All families	75.9	63.9	50.2	47.4	41.0	43.8
Husband and wife	74.9	64.1	51.2	48.4	42.4	47.6
Husband or wife, husband	79.9	61.0	37.4	41.5	39.1	38.9
Husband or wife, wife	89.8	69.5	51.7	48.0	37.2	36.2
Nonparent, male		28.2	21.4	33.2	38.5	45.7
Nonparent, female	48.5	25.2	16.3	24.5	31.4	36.6
Percent with per capita income of less than \$500						
All families	89.6	80.0	65.8	63.6	57.6	60.9
Husband and wife	89.1	80.6	66.9	65.0	59.8	66.9
Husband or wife, husband	91.8	76.8	51.8	53.7	50.7	51.0
Husband or wife, wife	96.7	83.8	67.3	63.5	52.8	53.5
Nonparent, male		31.4	31.4	43.6	49.7	57.8
Nonparent, female	81.8	39.6	34.8	37.6	45.7	51.0

¹ Excludes families with unknown income.

² Includes families with relief status.

Table 10.—Urban single-family households by number of gainful workers, and percentage distribution by income status

[Preliminary data, subject to revision]

Number of gainful workers	Number of families ¹	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000–1,499	\$1,500–1,999	\$2,000–2,999	\$3,000 and over
All families	519,731	100.0	16.6	29.1	23.3	15.9	10.4	4.7
No workers	36,488	100.0	26.5	50.7	12.2	5.3	2.9	2.4
1 worker	351,226	100.0	16.3	29.2	24.6	16.0	9.8	4.1
2 workers	90,851	100.0	14.0	25.7	23.6	18.3	12.9	5.5
3 workers	27,938	100.0	16.3	17.9	22.5	19.5	15.9	7.9
4 workers	9,440	100.0	16.1	13.9	20.6	19.9	17.9	11.6
5 workers	2,848	100.0	14.6	11.0	18.8	21.0	19.9	14.7
6 workers	729	100.0	11.7	8.5	17.4	19.4	20.4	22.6
7 workers	170	100.0	12.4	4.1	14.7	19.4	21.8	27.6
8 or more workers	41	100.0	7.3	4.9	14.6	4.9	31.7	36.6

¹ Excludes 12,570 families with unknown income and 83 families with unknown number of gainful workers.

ingly, in families with two children the highest average income is for families with one worker and the lowest for those with two workers. Similar relationships are observed in families of six persons.

In view of these findings, it may be anticipated that wage levels adequate for family support

would not merely increase the purchasing power of the Nation but would at the same time reduce the volume of unemployment by allowing the withdrawal from the labor market of persons who seek or take jobs because of insufficient earnings of the principal wage earner of the family.

Table 11.—Urban single-family households of selected size, without gainful workers and with gainful workers all unemployed, and percentage distribution by income status ¹

[Preliminary data, subject to revision]

Size of family	Number of families ¹	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999	\$3,000 and over
Families without gainful workers								
All families	³ 36,488	100.0	26.5	50.7	12.2	5.3	2.9	2.4
1 person	17,765	100.0	20.2	60.8	10.8	4.2	2.2	1.8
2 persons	12,733	100.0	22.4	47.8	15.5	7.1	4.0	3.2
3 persons	2,681	100.0	40.2	32.8	12.8	7.2	3.6	3.4
4 persons	1,586	100.0	56.1	26.6	9.3	3.9	2.6	1.5
5 persons	818	100.0	67.5	19.6	6.3	3.7	1.6	1.3
6 persons	480	100.0	73.1	18.6	5.2	1.7	.6	.8
7 persons	240	100.0	83.3	12.1	2.9	.9	.4	.4
8 persons	109	100.0	83.5	11.0	3.7	.9	.9	-----
9 persons	46	100.0	87.0	10.9	-----	-----	2.1	-----
Families with gainful workers, all unemployed ¹								
All families	³ 80,578	100.0	66.7	27.2	4.2	1.3	0.5	0.1
1 person	9,649	100.0	52.7	43.8	2.7	.6	.2	-----
2 persons	24,671	100.0	52.1	38.8	6.2	2.0	.7	.2
3 persons	15,652	100.0	67.3	25.5	4.9	1.6	.6	.1
4 persons	11,997	100.0	76.3	18.0	3.9	1.1	.5	.2
5 persons	7,744	100.0	82.1	14.0	2.8	.7	.3	.1
6 persons	4,723	100.0	87.1	10.0	2.1	.5	.2	.1
7 persons	2,762	100.0	90.2	7.7	1.5	.4	.2	-----
8 persons	1,784	100.0	91.1	7.0	1.6	.2	.1	-----
9 persons	850	100.0	94.9	4.0	.6	.3	.2	-----

¹ WPA workers are included as unemployed.² Excludes families with unknown income and/or gainful workers.³ Includes families with more than 9 members.

Unemployment and Income

The gravity of the economic insecurity resulting from unemployment is illustrated by the distribution of income in families which had one or more members either seeking work or in emergency work but no members in regular employment (table 11, p. 27). Their economic position is even less favorable than that of families without gainful workers, which would be more likely to have income from sources other than current earnings. Nearly 16 percent of the single-family households in the urban sample reported gainful workers but

no employed members, and of these families two-thirds reported relief status. An additional 27 percent reported annual incomes of less than \$1,000, and less than 1 percent reported incomes of \$2,000 or more. In these families also the economic circumstances are most unfavorable in larger families; among families with six members, for example, 87 percent reported the receipt of relief and only 3 percent reported incomes of \$1,000 or more.

The economic effect of unemployment of the head of the family, who is usually the principal

Table 12.—Urban single-family households by employment status of head and size of family, and percentage distribution by income status¹

[Preliminary data, subject to revision]

Size of family	Number of families ¹	Percent of families with specified income status							
		Total	Relief	Nonrelief					
				All	Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999	\$3,000 and over
Families with employed head									
All families	364,417	100.0	4.7	95.3	27.3	28.4	20.3	13.3	6.0
1 person	28,531	100.0	3.2	96.8	53.9	22.4	11.7	6.0	2.8
2 persons	106,842	100.0	2.6	97.4	29.6	28.2	20.2	13.4	6.0
3 persons	89,675	100.0	3.8	96.2	24.5	29.8	21.6	14.1	6.2
4 persons	68,571	100.0	4.9	95.1	21.5	29.3	22.2	15.2	6.9
5 persons	35,600	100.0	7.2	92.8	22.2	29.1	21.2	13.8	6.5
6 persons	17,435	100.0	9.4	90.6	22.7	28.2	20.1	13.4	6.2
7 persons	8,759	100.0	11.7	88.3	23.6	28.4	18.1	12.6	5.6
8 persons	4,776	100.0	14.4	85.6	21.8	27.4	19.4	11.9	5.1
9 persons	2,160	100.0	18.2	81.8	20.7	25.2	16.8	13.0	6.1
10 persons	1,144	100.0	19.1	80.9	20.8	25.7	17.0	11.3	6.1
11 persons	536	100.0	22.0	78.0	14.9	24.4	17.2	14.6	6.9
12 or more persons	388	100.0	18.0	82.0	13.7	22.4	21.1	15.0	9.8
Families with unemployed head									
All families	83,725	100.0	63.3	36.7	26.7	6.1	2.5	1.1	0.3
1 person	9,649	100.0	52.7	47.3	43.8	2.7	.6	.2	-----
2 persons	21,693	100.0	52.2	47.8	38.6	6.4	2.0	.7	.1
3 persons	16,030	100.0	62.3	37.7	26.4	7.3	2.8	1.1	.1
4 persons	13,398	100.0	68.0	32.0	19.6	7.2	3.3	1.5	.4
5 persons	9,177	100.0	71.9	28.1	16.3	6.4	3.1	1.7	.5
6 persons	5,782	100.0	75.9	24.1	12.5	6.1	3.3	1.7	.5
7 persons	3,495	100.0	79.3	20.7	9.7	5.3	3.5	1.6	.6
8 persons	2,295	100.0	81.4	18.6	8.8	4.9	2.5	1.5	.9
9 persons	1,103	100.0	86.5	13.5	6.3	3.3	1.9	1.4	.6
10 persons	603	100.0	84.9	15.1	6.6	4.9	2.0	1.2	.4
11 persons	287	100.0	86.1	13.9	6.3	3.8	2.4	1.4	-----
12 or more persons	213	100.0	81.7	18.3	7.0	3.8	4.2	2.8	.5
Families with head not in labor market									
All families	71,698	100.0	23.3	76.7	40.1	17.4	9.8	6.1	3.3
1 person	17,786	100.0	20.2	79.8	60.8	10.8	4.2	2.2	1.8
2 persons	25,856	100.0	19.0	81.0	43.0	20.2	10.2	5.1	2.5
3 persons	12,920	100.0	21.6	78.4	29.2	21.9	14.0	9.3	4.0
4 persons	7,194	100.0	29.1	70.9	23.1	18.4	13.4	10.4	5.6
5 persons	3,731	100.0	36.1	63.9	19.4	15.9	12.5	9.3	6.8
6 persons	2,101	100.0	42.6	57.4	17.4	14.3	11.0	8.3	6.4
7 persons	1,090	100.0	47.6	52.4	16.3	13.1	9.6	8.1	5.3
8 persons	588	100.0	51.2	48.8	15.0	12.2	10.0	6.1	5.5
9 persons	260	100.0	60.4	39.6	11.5	8.9	8.1	7.7	3.4
10 persons	107	100.0	62.6	37.4	13.1	8.4	1.9	10.3	3.7
11 persons	38	100.0	63.2	36.8	13.1	7.9	2.6	7.9	5.3
12 or more persons	27	100.0	74.1	25.9	7.4	7.4	3.7	-----	7.4

¹ WPA workers are included as unemployed.

² Excludes families with unknown income.

worker, has almost as unfavorable an effect on family income as the unemployment of all gainful workers in the family. In nearly two-thirds of the families the family head is the only gainful worker. For 70 percent of all families the head of the family was reported as employed and for 16 percent as unemployed or engaged in WPA work. About 5 percent of the families in which the head was employed reported relief status; for families in which the head was unemployed the corresponding proportion is 63 percent, and for families in which the head was not in the labor market 23 percent. For groups of families which did not report the receipt of relief and in which the head was employed, unemployed, or not in the labor market, the percentages reporting incomes of less than \$1,000 were approximately 27, 27, and 40 percent, respectively. For these three groups of families the corresponding percentages reporting incomes of \$3,000 and over were 6, less than half of 1, and 3 percent. In all three groups the economic status of large families is on the whole less favorable than that of small families, especially when per capita income is taken into consideration.

A comparison of unemployment of the family head and unemployment of all workers in the family (table 11, p. 27, and table 12, p. 28) indicates that the employment status of members other than the family head is of relatively little economic significance. This finding confirms the conclusion that in most families the family head is the

principal wage earner and the economic security of the family is conditioned primarily by the employment status of the principal worker.

In summary, this analysis of more than half a million urban families indicates that, in terms of family composition, economic insecurity is greatest among large families, among broken families, among children in general and particularly children in one-spouse families, and among families which are without a gainful worker or in which the head of the family or all the gainful workers are unemployed. These findings emphasize the significance of the social security program in its relation to the security of children and widows and to security in employment. The former includes the programs for aid to dependent children and for maternal and child health and welfare and the protection afforded under the Federal system for old-age and survivors insurance to the survivors of insured workers and the dependents of retired workers; the latter, the employment services and unemployment compensation programs now in operation in all States. The analysis briefly outlined in these pages underscores not only the extent and severity of economic insecurity among a large and generally representative cross-section of American urban families but also the particularly severe restriction of livelihood and hence of opportunity among those on whom the Nation counts for the future—its children.

Estimates of Coverage Under Federal Retirement Programs¹

IT IS ESTIMATED that from 33.5 to 34.5 million persons will be engaged at some time in 1940 in services covered by the old-age and survivors insurance program of the Social Security Act (table 13). This is by far the largest number covered by a Federal retirement system, but substantial groups are also included under the Railroad Retirement Act and other Federal contributory or non-contributory systems such as the provisions for civil-service employees, other departmental and field employees of the Government and commissioned officers and enlisted personnel of military and naval services.

The number of gainfully occupied persons who will not be covered at any time in 1940 by a Federal retirement program cannot be estimated with any degree of accuracy, but estimates are available for the number of persons engaged in each of the excepted services at some time during the year (table 13). Agricultural pursuits account for the largest number of excepted persons. Farm operators total about 7 million persons, and the classifications of "agricultural workers" and "unpaid family workers in agriculture" each include about 3½ or 4½ million persons.

In deriving these estimates, the employment conditions of the middle of 1940 were assumed. In order to avoid specific assumptions as to economic changes, no adjustments were made for the effect on employment of defense expenditures authorized after June 30, 1940. The categories of employment are neither mutually exclusive nor are they defined in all cases on the same basis. The estimates include duplication in count because many workers hold more than one job during a year and hence shift both within and between included and excluded employment. Because the amount of shifting is unknown and difficult to estimate the figures for each major category have not been added, since to do so would produce not the total, but rather an excess of the total, number of workers who will be so employed. Addi-

tion of even the minimum estimates for all included and excluded groups would give a total, for example, well in excess of the total gainfully occupied population of the United States.

It should be kept in mind that figures for employments included under the Federal programs do not represent the total number of persons who may have acquired rights under these programs; they indicate only the number estimated as being so employed at some time in 1940, thereby exclud-

Table 13.—Estimates of number of persons who will be engaged in services included in or excluded from Federal retirement systems at some time during the calendar year 1940¹

[Based on employment conditions as of July 1940]

Type of service	Minimum-maximum estimates (in thousands of persons)
A. Number of persons who will be in services included:	
1. Under Social Security Act as amended.....	33,500-34,500
2. Under Railroad Retirement Act.....	1,700-2,000
3. Under other Federal plans.....	1,000-1,300
B. Number of persons who will be in services excluded:	
1. Agricultural workers.....	3,300-4,500
2. Farm operators.....	6,800-7,000
3. Unpaid family workers in agriculture.....	3,500-4,500
4. Domestic servants in private homes and fraternalities.....	2,200-2,500
5. Casual employees.....	1,000-3,000
6. Public employees ²	3,300-3,800
7. Workers in nonprofit organizations.....	700-900
8. Students working for certain schools and colleges ³	35-50
9. Employees of foreign governments and their instrumentalities ⁴	10-15
10. Student nurses and internes ⁵	5-10
11. Workers on work-relief programs.....	3,500-4,500
12. Fishermen (except halibut and salmon fishermen).....	15-20
13. Newsboys ⁶	25-35
14. Miscellaneous employees ⁷	100-300
15. Self-employed persons not elsewhere included: owners, operators, and professional persons.....	4,000-4,500

¹ Figures in *Social Security Bulletin*, Vol. 2, No. 12 (December 1939), p. 83, revised to take account of data available from recent studies. Since individuals shift from one type of service to another the figures for the various categories should not be totaled, as the resultant sum exceeds the number of individuals concerned. See text for explanation.

² Includes public-school teachers, employees of State and local governments and their instrumentalities, and employees of the Federal Government and its totally owned instrumentalities not included in A. 3. A considerable number of such persons are covered by State and municipal retirement plans.

³ Includes students working for schools operated for profit in which they are students, if their remuneration does not exceed \$45 in any quarter.

⁴ Includes all such employees registered with the State Department and an estimated number of clerical and other assistants. It is assumed that most of these persons will presumably be excluded on the reciprocal basis provided in sec. 209 (b) (12) of the 1939 amendments.

⁵ Student nurses and internes not excluded as public employees in B. 6 or as workers in nonprofit organizations in B. 7.

⁶ Primarily newsboys under age 18 engaged in distributing shopping and advertising news.

⁷ Includes those categories of workers listed in sec. 209 (b) (10) (A) (i), (ii), and (iii), (B), (C), and (D) of the 1939 amendments. No estimates available for family employment excluded under sec. 209 (b) (4) of the 1939 amendments.

¹ Revises as of July 1940 estimates and discussion which appeared in *Social Security Bulletin*, Vol. 2, No. 12 (December 1939), p. 83. Further revisions will be made as 1940 census data and other information become available.

Table 14.—Estimated effect of coverage changes since 1935 on number of persons engaged at some time in 1940 in services covered by or excluded from old-age and survivors insurance¹

[Revised as of July 1940]

Type of service	Minimum-maximum estimates (in thousands of persons)
A. Number of persons engaged in services included by amendments but excluded by Social Security Act of 1935:	
1. Employees aged 65 and over in covered employment.....	700- 900
2. Maritime employees ²	170- 230
3. Employees of certain Federal instrumentalities ³	200- 300
B. Number of persons engaged in services specifically excluded by rulings and amendments since 1935:	
1. Agricultural workers ⁴	500-1,000
2. Domestic servants in fraternities.....	15- 25
3. Students working for certain schools and colleges ⁵	35- 50
4. Employees of foreign governments and their instrumentalities ⁶	10- 15
5. Student nurses and internes ⁷	5- 10
6. Fishermen ⁸ (except halibut and salmon fishermen).....	15- 20
7. Newsboys ⁹	25- 35
8. Miscellaneous employees ¹⁰	100- 300

¹ See footnote 1, table 13.

² Does not include fishermen in B. 6.

³ Includes partially owned Federal instrumentalities, national banks, and State member banks.

⁴ Persons in agricultural employment (other than work on farms for farmers) which has been determined to constitute "agricultural labor" by legal or administrative interpretation or by the 1939 amendments.

⁵ See footnote 3, table 13.

⁶ See footnote 4, table 13.

⁷ Net exclusion of student nurses and internes because of 1939 amendments is very small; most of them were already excluded under 1935 act as public employees or as employees of nonprofit institutions.

⁸ On boats of 10 net tons or less. An undetermined number of these workers was probably excluded under the 1935 act as maritime employees.

⁹ Primarily newsboys under age 18 engaged in distributing shopping and advertising news. Greater proportion of newsboys engaged in final distribution of newspapers was excluded under 1935 act.

¹⁰ See footnote 7, table 13.

ing persons who were engaged in covered services only in previous years.

The estimates are also subject to wide margins of error because of the lack of exact information as to the numbers of persons in different employments. The problems of estimating are particularly difficult for some of the minor groups for which no satisfactory figures are available. Moreover, for certain major groups, such as agricultural workers and the self-employed, the estimates are always subject to revision in the light of legal interpretations and administrative rulings with respect to the coverage of specific types of services. Estimates for each category were prepared from the most recent data available on employment within the groups, with an allowance for labor turn-over. Various governmental publications, including those of the Bureau of the Census and the Bureau of Foreign and Domestic Commerce, served as a guide in the development of estimates.

The range between the minimum and maximum estimates for the separate employment categories indicates roughly the extent to which employment data are available. If in any employment it were possible to count accurately the numbers of persons involved in the 12-month period under consideration, the range would be zero and an exact figure would be given which would take account of turn-over. Turn-over enters into the range to this extent: It is one of the factors determining the reasonable minimum and the probable maximum, but the extent of the range does not in any sense measure the amount of turn-over. The range encompasses uncertainty, resulting from the inadequacy of available information, as to both the number of jobs and the turn-over.

The attempt to estimate the net changes in coverage brought about by reason of the 1939 amendments is rendered particularly difficult by reason of the uncertainty as to the meaning of "agricultural labor" under the original 1935 act. Legal and administrative decisions interpreted this term to comprise large numbers of workers who were not employed on farms by farmers, and some such rulings and regulations were later incorporated in the amendments. Final judicial interpretations of the meaning of the original exception are still pending, and it has been so far impossible to distinguish the numbers of individuals in types of services which had been excepted previously and the numbers in services excepted by the amendments. The extension of coverage by reason of the amendments would indicate a probable net increase over the number of individuals who would have been in covered employment during part or all of the year under the 1935 act (table 14). This table must be understood as representing the number of persons engaged at some time in 1940 in these industrial categories and not the number of persons included or excluded because of coverage changes. Whenever a new occupational category is included in the program, the net gain in coverage will presumably be less than the total number of workers employed in the category at some time during the year, since some workers so engaged may also during the same year be in other covered employment.

Income Payments, 1929-39

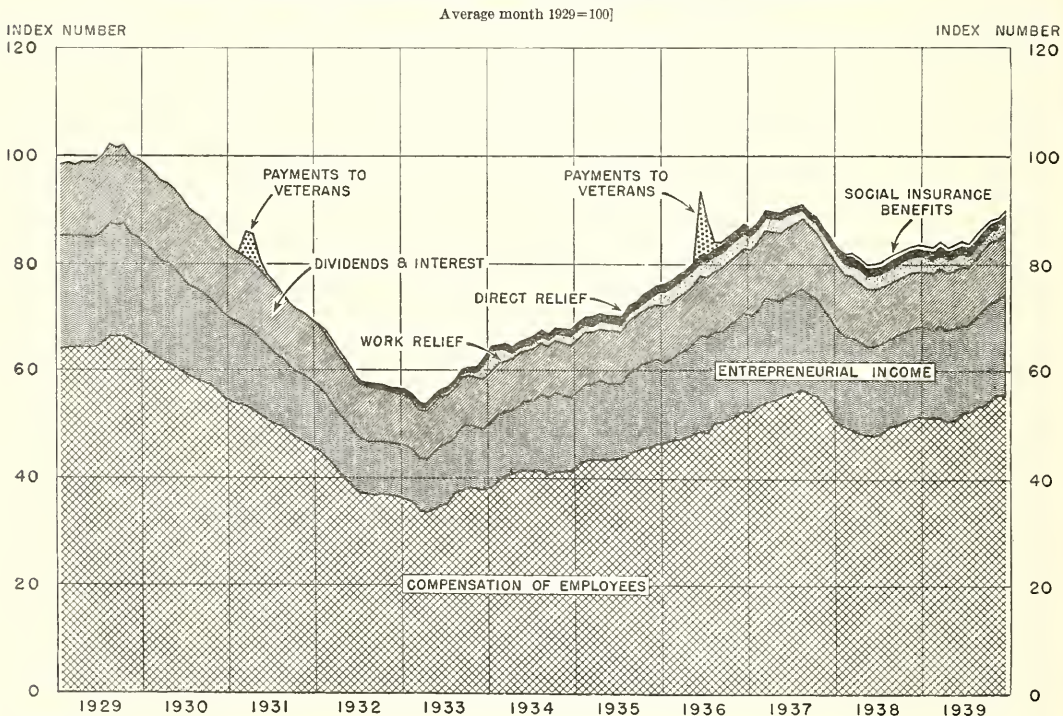
THE DEVELOPMENT of social assistance and social insurance programs since 1933 is evident from the brief summaries for each year 1933-39 in the preceding section, and the sections which follow indicate in greater detail the operation of these programs in 1939 or over a longer period. Perspective is gained, however, by relation to broad trends in the national economy. Chart 5, below, furnishes this perspective by showing for the continental United States the relationship of social insurance benefits, direct relief, and work-relief payments to other income payments (dividends and interest, entrepreneurial income, and compensation of employees) over an 11-year period, 1929-39. Classifications used for the chart are based upon figures furnished by the National Income Division of the Department of Commerce

and differ somewhat from those used elsewhere in this volume.

"Social insurance benefits" include payments under the old-age and survivors insurance programs of the Social Security Act and the Railroad Retirement Act, and under State unemployment insurance laws and the Railroad Unemployment Insurance Act, except that, before 1938, payments under the Railroad Retirement Act were included in "compensation of employees."

"Direct relief" includes payments for general relief other than work relief; payments to recipients of old-age assistance, aid to dependent children, and aid to the blind; and emergency subsistence payments to farmers by the Federal Emergency Relief Administration, Resettlement Administration, and Farm Security Administration.

Chart 5.—Index of income payments in the continental United States, 1929-39 ¹



¹ Compensation of employees, entrepreneurial income, and dividends and interest adjusted for seasonal variation.

Source: U. S. Department of Commerce, National Income Division.

Small amounts of work relief were included in direct relief from the year 1929 through the year 1932.

"Work relief," subsequent to 1932, includes relief and nonrelief earnings on work-relief and administrative projects of the FERA; earnings under the emergency education and student-aid programs of the FERA; earnings under the Civil Works Program; earnings of enrolled and nonenrolled persons in the Civilian Conservation Corps; relief and nonrelief earnings under work programs of the Work Projects Administration, the National Youth Administration, and other Federal agencies; and earnings on State and local relief projects.

"Dividends and interest" includes cash dividends paid by incorporated business enterprises, interest paid by business enterprises, and net rents and royalties.

"Entrepreneurial income" includes the amounts withdrawn by farmers, storekeepers, professional practitioners, and other self-employed persons, from the operation of unincorporated enterprises including partnerships and cooperatives.

"Compensation of employees" includes wages and salaries (less employee contributions to Federal retirement funds), tips, commissions, bonuses, payments in kind, and payments from private pension and retirement plans; workmen's compensation benefits; annuities and refunds to Federal, State, and municipal employees; and pensions and disability benefits to veterans (excluding payments of adjusted-service compensation or "the bonus," which are charted separately as "payments to veterans").

Dividends and interest, entrepreneurial income, and compensation of employees are adjusted for seasonal variation.

Social Insurance Under Selected Programs

UNDER THE FEDERAL-STATE unemployment compensation program established in accordance with the Social Security Act and the special Federal system administered under the Railroad Unemployment Insurance Act, the major part of the population in industrial and commercial employment in the United States is protected against certain wage losses occasioned by unemployment. An even larger proportion has or is acquiring insurance protection under the old-age and survivors insurance provisions of the Social Security Act and the Railroad Retirement Act. Total

payments under these four programs increased from \$44 million in 1937 to \$505 million in 1938 and nearly \$560 million in 1939 (table 15 below). Through these programs social insurance has already become a significant factor in the national economy with respect both to the total amount paid to beneficiaries and the numbers of persons who receive such payments. With the development of Federal old-age and survivors insurance, under which monthly benefits were not payable until 1940, it obviously will be of greatly increasing importance in future years.

Table 15.—Social insurance payments under selected programs, calendar years 1936–39, and by months 1938–39 ¹

[Revised as of July 1, 1940]

[In thousands]

Year and month	Total	Old-age and survivors insurance payments ²							Unemployment insurance payments		
		Total	Under the Social Security Act		Under the Railroad Retirement Act				Total	Under State unemployment compensation laws ³	Under the Railroad Unemployment Insurance Act ⁴
			Lump-sum payments at age 65	Lump-sum death payments	Employee annuities	Pensions to former carrier pensioners	Survivor and death-benefit annuities	Lump-sum death payments			
1936 total	\$816	\$685			\$683			\$2		\$131	\$131
1937 total	43,855	41,723	\$651	\$627	20,857	⁵ \$19,144	444		2,132	2,132	
1938 total	505,319	108,918	4,706	5,772	66,359	30,390	1,401	\$290	396,401	396,401	
January	9,044	7,753	345	400	4,250	2,665	93	(⁶)	1,291	1,291	
February	26,611	7,176	247	318	3,913	2,631	66	1	19,435	19,435	
March	52,283	8,423	355	481	4,890	2,600	95	2	43,860	43,860	
April	45,698	9,388	370	454	5,812	2,589	157	6	36,610	36,610	
May	47,246	8,640	367	439	5,147	2,540	134	13	38,606	38,606	
June	49,117	9,297	394	498	5,790	2,532	103	10	39,820	39,820	
July	47,585	9,095	338	448	5,602	2,537	122	18	38,520	38,520	
August	56,879	9,397	383	444	5,928	2,489	119	34	47,482	47,482	
September	51,314	9,730	454	558	6,053	2,473	151	41	41,584	41,584	
October	45,230	9,959	503	579	6,275	2,455	113	34	35,271	35,271	
November	38,000	10,098	500	575	6,399	2,449	136	39	27,902	27,902	
December	36,012	9,992	480	578	6,300	2,430	112	92	26,020	26,020	
1939 total	560,140	124,553	4,574	5,321	79,814	27,468	1,450	1,926	435,587	429,820	\$5,767
January	39,307	10,104	559	696	6,210	2,406	110	123	29,203	29,203	
February	45,059	10,314	518	651	6,491	2,383	108	163	34,745	34,745	
March	59,637	10,764	700	841	6,499	2,343	140	241	48,873	48,873	
April	44,157	10,699	658	808	6,554	2,329	128	222	33,458	33,458	
May	50,627	10,697	709	816	6,577	2,306	125	164	39,930	39,930	
June	53,787	10,626	673	845	6,529	2,288	138	153	43,161	43,161	
July	46,268	10,425	620	703	6,601	2,270	106	106	35,873	35,873	277
August	55,667	10,154	137	816	6,679	2,248	112	162	45,513	44,491	1,022
September	45,076	10,090		793	6,755	2,299	126	117	34,986	33,656	1,330
October	37,907	10,240		806	6,914	2,220	109	191	27,667	26,690	977
November	39,692	10,371		891	6,989	2,200	121	170	29,321	28,369	952
December	42,926	10,069		655	7,016	2,176	108	114	32,857	⁷ 31,645	1,209

¹ Payments to individual beneficiaries under the programs; figures exclude cost of administration.

² Amounts certified to the Secretary of the Treasury for payment. Payments under the Social Security Act for any month represent vouchers certified during the month, including retroactive payments, minus cancellations reported during month. Payments under the Railroad Retirement Act for any month represent vouchers certified through the 20th of the month, including retroactive payments, minus cancellations reported; data revised since publication of detailed figures in *Social Security Bulletin*, July 1939 and March 1940.

³ Amount of checks issued, as reported by the State agencies to the Division of Research and Statistics, Bureau of Employment Security. Figures are gross payments and do not reflect cancellations and refunds. The number of

jurisdictions making such payments has increased as follows: 1936 and 1937, 1; 1938: January, 16; February, 23; April, 25; July, 26; August, 28; September, 29; December, 31; 1939: January, 48; February, 49; July, 51. Operations were suspended in South Dakota July 28 to Sept. 26, 1939.

⁴ Amounts certified by regional offices of the Railroad Retirement Board to regional disbursing officers of the Treasury. Figures for any month represent vouchers certified during the month, including retroactive payments minus cancellations reported during the month.

⁵ Represents payments for latter half of 1937 only.

⁶ Less than \$500.

⁷ Includes \$1.2 million paid in Ohio as adjustments on payments for previous months of 1939, resulting from recalculation of weekly benefit amounts in accordance with a court decision.

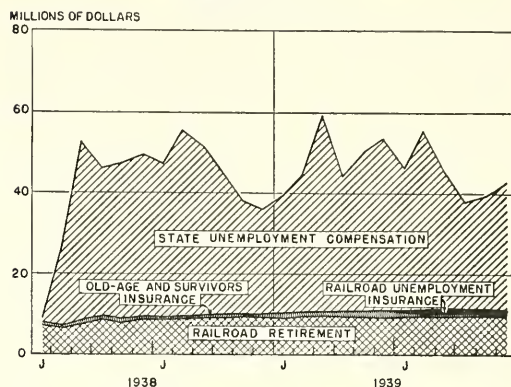
Even for past years, however, the amounts given above do not reflect the importance of social insurance if consideration is given also to related public systems to insure workers against wage loss occasioned by old age or disability. For more than a generation payments have been made to injured workers under State workmen's compensation laws, and for a similar period retirement payments and, in some instances, disability payments have been made to public employees under systems maintained by Federal, State, and local governments. All these programs share in the characteristics of social insurance in that they are public systems which provide for specified payments to covered workers, determined by records of previous employment or wages and financed by contributions from employers and employees, in some instances supplemented by contributions from general revenues. Under such a definition of social insurance, there might also be included the annual payments totaling nearly \$400 million to disabled veterans of the World War and to survivors of such veterans, since the right to these payments arises from specified "employment." No comprehensive data are yet available currently on payments under workmen's compensation laws or retirement systems for public employees. It may be estimated that the former represent about \$250 million a year; the latter, about \$180 million. In all, therefore, insurance payments in 1939 under the social security programs and other public programs probably represented a total of nearly \$1.4 billion.¹

Because of the limitations of the data now available, this summary of social insurance payments and beneficiaries in the years 1937-39 relates only to the programs for unemployment insurance and old-age and survivors insurance established under the Social Security Act and related State legislation and under the Federal legislation for railroad workers.²

Benefits Under the Four Programs

In 1937 to 1939 the only payments under the old-age insurance provisions of the Social Security Act were lump-sum payments to covered workers

Chart 6.—Social insurance payments under selected programs, 1938-39¹



¹ For data on which chart is based see table 15, p. 34.

at age 65 and to survivors of deceased workers, based on the workers' wages in covered employment after December 31, 1936. These payments were relatively insignificant, aggregating only \$10.5 million in 1938 and \$13.9 million in 1939, or 2 percent of total payments under the four programs. With the beginning, in 1940, of monthly benefits to retired aged workers and the added payments for certain types of dependents and survivors, the total payments made under the old-age and survivors insurance program of the Social Security Act will be relatively more significant. Eventually such payments will undoubtedly constitute the largest element in social insurance payments in the United States.

By 1937, the railroad retirement program was providing employee annuities for retired aged workers and for disabled workers who met certain age or service requirements; pensions to former pensioners under private retirement plans operated by the railroads; survivor annuities to the surviving spouses of employee annuitants who elected reduced annuities during their own lifetimes; and death-benefit annuities to next-of-kin of annuitants under the Railroad Retirement Act of 1935 (for 12 months only), as well as lump-sum death payments to survivors of covered workers similar to the lump-sum payments under the 1935 provisions of the Social Security Act. During 1938 and 1939 payments under the Railroad Retirement Act constituted a fairly constant and considerable outlay, aggregating \$98.4 million in 1938 and \$110.7 million in 1939, or approximately 20 per-

¹ The classification used here differs from that on which are based the indexes of income payments in chart 5, p. 32.

² For sources of more detailed data, see Social Insurance in General under Bibliographic Notes—General, and entries for Railroad Retirement Act and Railroad Unemployment Insurance Act under notes for Old-Age and Survivors Insurance and Employment Security.

cent of the total under the four programs. By far the largest proportion of these payments have been made to retired workers. In 1939, 72 percent of total railroad retirement payments to individuals went to employee annuitants and 25 percent to pensioners. The three types of payments to survivors together constituted only 3 percent of the total. While the payments to employee annuitants are not separable by type of annuity, some indication of the distribution of the payments during the calendar year 1939 is furnished by data on the number and amount of annuities in force on June 30, 1939. The 90,162 annuities, on which a total of \$5,895,234 was payable monthly, were distributed as follows:

Type of annuity	Percent of annuitants	Percent of annuities
Age annuities, 65 or over.....	79.9	79.1
Age annuities, 60-65 ¹	4.0	3.9
Disability annuities, 30 years of service.....	12.1	14.8
Disability annuities, aged 60-65 years, less than 30 years of service ¹	4.0	2.2

¹ Annuity reduced for each calendar month by which annuitant is under 65 at time of accrual.

The largest amounts of social insurance benefits in 1938 and 1939, aggregating nearly \$400 million in 1938 and \$430 million in 1939, were paid by State unemployment compensation agencies. Benefits under the Railroad Unemployment Insurance Act, first payable in July 1939 to unemployed railroad workers who had formerly been covered by State unemployment compensation laws, aggregated \$5.8 million and constituted about 1 percent of the payments to individuals under these four programs in 1939.

Since the unemployment compensation payments account for three-fourths of the social insurance payments reported for both 1938 and 1939, the fluctuations in total payments from month to month are influenced most by the fluctuations in the unemployment compensation payments. Chart 6, page 35, indicates a general increase in payments under the Railroad Retirement Act during the period, a general increase in lump-sum payments under the Social Security Act until the August 1939 amendment which

Table 16.—Individuals receiving social insurance payments under selected programs, by months, 1938-39

[In thousands]

Year and month	Old-age and survivors Insurance beneficiaries						Unemployment insurance beneficiaries	
	Under the Social Security Act		Under the Railroad Retirement Act				Under State unemployment compensation laws ⁴	Under the Railroad Unemployment Insurance Act ⁵
	Lump-sum payments at age 65	Lump-sum death payments	Employee annuities ¹	Pensions to former carrier pensioners ¹	Survivor and death-benefit annuities ^{1 2}	Lump-sum death payments ³		
1938								
January	10.8	12.7	44.5	46.0	1.0	(⁶)		
February	6.9	9.4	47.2	45.5	1.1	(⁶)		
March	9.1	12.8	51.1	45.1	1.1	0.1		
April	8.1	11.2	56.4	44.7	1.4	1.1		
May	7.3	10.0	59.1	44.3	1.4	2.2		
June	7.1	10.9	62.9	43.9	1.5	.2		
July	6.1	8.9	65.6	43.5	1.5	.3		
August	6.6	8.2	68.8	43.2	1.6	.6		
September	7.4	9.7	71.7	42.9	1.8	.7		
October	7.8	9.7	74.5	42.5	1.9	.5		
November	7.4	9.3	77.4	42.3	2.0	.6		
December	7.2	9.0	79.6	41.9	2.0	1.4		
1939								
January	8.3	10.5	81.4	41.5	2.1	1.7	657.2	
February	7.7	9.7	83.5	41.1	2.2	1.9	769.8	
March	9.5	12.1	85.5	40.6	2.3	2.6	833.2	
April	8.4	11.0	87.1	40.2	2.4	2.2	685.1	
May	8.6	10.6	88.7	39.9	2.5	1.6	776.0	
June	7.9	10.3	90.2	39.5	2.6	1.3	802.2	
July	7.4	8.3	91.5	39.1	2.6	.8	764.9	18.3
August	1.5	9.4	92.7	38.8	2.6	1.2	797.2	30.5
September		8.6	94.0	38.6	2.7	.9	729.9	50.2
October		8.6	95.5	38.2	2.7	1.3	501.7	30.5
November		9.4	97.0	37.9	2.7	1.2	637.0	28.3
December		6.8	98.5	37.5	2.8	.7	658.3	37.3

¹ Number of individuals on the rolls at end of specified month, based on month in which annuity or pension was certified or terminated upon notice of death rather than on month in which annuity or pension began to accrue or beneficiary died.

² Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

³ Based on months ended on 20th calendar day; 2 or more individuals sharing 1 lump-sum payment are counted as 1.

⁴ Number of individuals receiving benefits during middle week of specified month, except that for 5 States in January and 1 in February and March number of payments in the middle week is substituted for the number of individuals receiving payments, and that for 9 States beginning benefit payments in January number of payments in the final week of January is included. Data for 1938 not available.

⁵ Number of individuals receiving benefits during second and third weeks of month, for days of unemployment in registration periods of 15 consecutive days.

⁶ Less than 50.

abolished lump-sum payments to workers at age 65, and extreme fluctuations in the curve of unemployment benefits. As a short-term program, unemployment compensation will undoubtedly always show wider fluctuations in amount of payments than the programs for old-age and survivors insurance. The pattern for each benefit year for unemployment compensation will be influenced by seasonal unemployment and by exhaustion of benefit rights. In addition, in these first 2 years, many special administrative factors contributed to the large fluctuations. These factors included the different periods at which benefit-payment operations began in different States (pp. 107, 122), the delays in benefit payments resulting from unexpected volumes of claims in States beginning benefit operations in the depressed months of 1938, and the provision in many State laws at that time for quarterly redetermination of benefit rights.

Beneficiaries Under the Programs

The beneficiaries under these four social insurance programs include individuals receiving a single lump-sum payment or drawing unemployment compensation for a week or two as well as those on retirement or survivors annuity rolls for life. A total of recipients of such diverse types of payments would be meaningless; hence table 16, page 36, indicates the number of beneficiaries for each program and for certain types of payments under the old-age and survivors programs, separately.

The numbers receiving lump-sum payments under either the Social Security Act or the railroad retirement program have varied with the length of the month and with various administrative factors; in no month in 1939 did the total number of recipients of lump-sum payments under the two programs exceed 25,000. The numbers receiving monthly payments under the Railroad Retirement Act as measured by the number on the rolls at the end of each month show the steady growth of the system. The total number of annuitants and pensioners totaled nearly 140,000 at the end of 1939. As would be expected, the number of pensioners transferred from the pension rolls of the railroads is steadily decreasing because of deaths among this group, whose average age was 75 in July 1939. The decrease in pensioners, however, is more than offset by the increase in employee annuitants.

It is estimated that during 1939 between 4.8

million and 5 million workers received at least one unemployment compensation payment (see p. 111). The monthly trend is shown in table 16, page 36, in terms of the number of individuals receiving benefits during the middle week of each month, varying, as did the payments under this program, from a high of more than 833,000 beneficiaries in March to a low of 502,000 in October.

During the 6 months of operation of the special railroad unemployment insurance program nearly 97,000 individuals were certified for one or more benefit payments. Since these payments are for days of unemployment within any period of 15 consecutive days, the number of payments in 1 week of the month is no measure of the number of railroad workers who receive benefits during the month. Measured in terms of the number of payments in the second and third week of the month, the monthly rolls varied from 18,000 in July to 50,000 in September.

State Distribution of 1939 Payments

Table 17, page 38, shows the distribution by States of the \$560 million paid in social insurance benefits in the calendar year 1939. This table is significant in that it indicates the contribution to the income of State residents from these social insurance programs. Special estimates were made for the Federal Railroad Retirement Board programs, which are not ordinarily reported on a State basis. These estimates assume a distribution for the calendar year 1939 similar to the actual distribution of each type of monthly benefit in force on June 30, 1939, by the State to which the first check was mailed, ignoring interstate movements of annuitants and pensioners after the first payment. The railroad unemployment insurance figures are based on current mailing addresses of beneficiaries and are estimated from a 20-percent sample of certifications for each day in each regional office. State unemployment compensation payments are classified by the paying State with no adjustment for out-of-State payments to commuters or to former workers who have moved to other States where they file claims under the interstate claims procedure. For most States, payments as liable State to out-of-State workers balance payments coming into the State from other State employment security agencies during a year. For most States also, according to available statistics on interstate claims the payments made to

Table 17.—Social insurance payments under selected programs, by States, calendar year 1939¹

[In thousands]

State	Total	Old-age and survivors insurance payments							Unemployment insurance payments		
		Total	Under the Social Security Act		Under the Railroad Retirement Act				Total	Under State un-employment-compensation laws ²	Under the Railroad Unemployment Insurance Act ³
			Lump-sum payments at age 65 ⁴	Lump-sum death payments ⁵	Employee annuities ⁶	Pensions to former carrier pensioners ⁷	Survivor and death-benefit annuities ⁸	Lump-sum death pay-ments ⁹			
Total.....	\$559,850	\$124,263	\$4,574	\$9,321	\$79,541	\$27,484	\$1,445	\$1,898	\$435,587	\$429,820	\$5,767
Alabama.....	5,747	1,355	35	111	1,046	112	23	28	4,392	4,295	97
Alaska.....	374	18	1	0	11	0	0	(¹)	356	346	10
Arizona.....	1,883	333	10	25	230	60	2	6	1,550	1,524	26
Arkansas.....	2,911	991	13	46	749	145	18	20	1,920	1,816	104
California.....	45,537	6,694	276	609	3,686	1,967	64	92	38,843	38,592	251
Colorado.....	5,054	1,489	40	64	981	365	15	24	3,565	3,471	94
Connecticut.....	6,299	1,103	117	174	522	260	13	17	5,136	5,121	15
Delaware.....	1,353	599	13	24	326	230	1	5	754	712	42
District of Columbia.....	1,901	448	19	46	271	95	6	11	1,453	1,437	16
Florida.....	5,263	1,535	33	82	1,102	192	15	20	3,728	3,504	224
Georgia.....	4,882	1,525	44	117	1,102	192	26	44	3,357	3,240	117
Hawaii.....	332	43	9	16	16	0	0	2	289	287	2
Idaho.....	2,510	316	10	22	193	83	4	4	2,194	2,170	24
Illinois.....	26,506	9,186	351	803	5,987	1,734	139	172	17,320	16,797	523
Indiana.....	15,259	4,846	134	239	3,299	1,042	66	66	10,413	10,254	159
Iowa.....	8,711	3,309	64	100	2,427	633	48	37	5,402	5,262	140
Kansas.....	4,888	2,445	33	71	1,741	530	33	37	2,445	2,388	55
Kentucky.....	7,154	2,162	50	122	1,572	348	29	41	4,892	4,867	25
Louisiana.....	7,000	962	35	100	622	173	13	19	6,038	5,940	98
Maine.....	3,897	788	35	47	533	145	17	11	3,109	3,044	65
Maryland.....	8,256	2,442	63	151	1,481	695	16	36	5,814	5,764	50
Massachusetts.....	23,021	3,230	273	394	1,863	616	39	45	19,791	19,694	97
Michigan.....	40,837	3,531	189	465	2,066	743	46	52	37,306	37,161	145
Minnesota.....	11,184	3,430	87	144	2,273	833	46	48	7,755	7,601	153
Mississippi.....	2,338	816	11	36	587	159	9	14	1,522	1,447	75
Missouri.....	9,751	4,039	136	230	2,768	788	54	63	5,712	5,465	247
Montana.....	1,473	675	17	41	497	102	7	11	798	765	33
Nebraska.....	2,717	1,347	23	42	795	447	18	22	1,370	1,305	65
Nevada.....	951	126	4	8	91	18	2	2	825	816	9
New Hampshire.....	2,183	612	22	32	462	81	11	4	1,571	1,553	18
New Jersey.....	19,980	4,965	252	465	2,881	1,251	42	74	15,015	14,911	104
New Mexico.....	1,560	306	4	15	208	71	4	4	1,254	1,226	28
New York.....	91,014	10,531	601	1,353	6,029	2,268	109	171	80,483	79,949	534
North Carolina.....	5,594	1,121	41	132	788	106	29	25	4,473	4,412	61
North Dakota.....	934	350	5	13	242	78	3	9	584	545	39
Ohio.....	32,536	8,630	364	648	5,432	1,988	77	121	23,966	23,687	219
Oklahoma.....	5,202	837	30	84	597	102	10	14	4,365	4,244	121
Oregon.....	5,148	1,034	38	74	648	253	8	13	4,114	4,073	41
Pennsylvania.....	73,563	18,427	552	951	11,525	5,057	147	195	55,136	54,676	460
Rhode Island.....	5,259	449	56	76	195	108	10	4	5,810	5,805	5
South Carolina.....	2,773	589	18	66	442	40	12	11	2,184	2,146	38
South Dakota.....	720	304	8	13	234	40	4	5	416	394	22
Tennessee.....	6,722	2,013	39	119	1,594	217	43	35	4,709	4,582	127
Texas.....	14,394	3,393	76	279	2,234	685	33	86	11,001	10,665	336
Utah.....	2,252	517	15	31	338	113	8	12	1,735	1,696	39
Vermont.....	1,007	416	16	21	306	62	6	5	591	575	16
Virginia.....	7,182	2,582	57	132	1,740	562	30	61	4,600	4,493	107
Washington.....	8,127	1,918	72	132	1,353	316	21	24	6,209	6,153	56
West Virginia.....	6,057	1,748	51	130	1,151	379	11	26	4,309	4,220	89
Wisconsin.....	6,670	2,803	126	191	2,013	477	48	38	3,777	3,676	101
Wyoming.....	1,411	237	5	14	145	64	3	6	1,174	1,151	20
Foreign.....	633	608	1	15	386	193	7	6	25	-----	25

¹ Payments to individual beneficiaries under the program; figures exclude cost of administration. Payments under the Social Security Act for any month represent vouchers certified to the Secretary of the Treasury during the month, including retroactive payments, minus cancellations reported during the month. Payments under the Railroad Retirement Act differ from revised figures in Table 15; they represent vouchers certified to the Secretary of the Treasury during the month, including retroactive payments, minus cancellations reported during the month. See table 15 (footnotes 3 and 4) for explanation of items included in unemployment insurance payments.

² By State of residence of beneficiary.

³ Estimated; total payments for calendar year distributed by States on

basis of percentage distribution of all annuities and pensions in force June 30, 1939, by State to which first check was mailed.

⁴ Estimated; total payments for calendar year distributed by States on basis of percentage distribution of all lump-sum payments certified through June 30, 1939, by State to which check was mailed.

⁵ By State by which payment was made.

⁶ Estimated; based on distribution of 20-percent sample of certifications for each day in each regional office by State of residence as given in mailing address of beneficiary.

⁷ Less than \$500.

out-of-State workers represent a small proportion of total payments.

The 10 most populous States,³ with 52.3 percent of the population of the country, accounted for 67.5 percent of the payments in 1939. Most of these 10 States are highly industrialized, with a higher than average proportion of their workers covered by these social insurance programs. Aggregate payments under the four programs in New York amounted to \$91.0 million or 16.3 percent of the total payments in the continental United States. Pennsylvania was next with \$73.6 million or 13.2 percent. California, Michigan, and Ohio followed with \$45.5, \$40.8, and \$32.5 million, respectively. The Illinois figure of \$26.5 million would have been greater if unemployment benefits had been payable in that State throughout the year.

The State distributions of the various types of payments follow different patterns. The State unemployment compensation payments show the greatest concentration in the 10 most populous States—70.3 percent of the total—and railroad unemployment insurance, the least—50.9 percent of the total. These 10 States are in general high-wage States, and the relatively high total of unemployment compensation payments in these States reflects both the amount of compensable unemployment and the level of wages upon which the benefits were based.

³ In order of population, New York, Pennsylvania, Illinois, Ohio, Texas, California, Michigan, Massachusetts, New Jersey, and Missouri. Omitting Illinois, Texas, and Missouri, where the proportion of total payments was less than the proportion of total population, 7 States with 38.3 percent of the population accounted for 58.5 percent of the payments. Population figures estimated, as of July 1, 1937, by the U. S. Bureau of the Census.

The smaller degree of concentration for railroad unemployment insurance reflects a wider geographic dispersion of employment and greater uniformity of wage scales in the railroad industry, as well as special characteristics of payments for the last 6 months of the year only. A full year's benefits would undoubtedly show a different distribution by States because of differences between the various sections of the country in the seasonality of unemployment in the railroad industry.

State distributions of all payments under the Railroad Retirement Act are influenced by the distribution of railroad employees resulting from the location of railroad headquarters and division points. For each type of benefit, payments to beneficiaries in Pennsylvania, for instance, exceed those in New York. The State distribution of pensions shows considerable variation from that of annuities, principally because of the uneven distribution of private pension plans under which these pensioners were originally retired and because of differences in their benefit provisions.

Lump-sum payments under the Social Security Act show much more concentration in the populous States than similar payments under the Railroad Retirement Act—66.9 in contrast to 56.7 percent. This variation is probably due in part to the different distribution of covered workers under the two acts and in part to the absence of regional wage differentials for skilled trades in the railroad industry. Under both acts lump-sum payments are a percentage of aggregate wages in covered employment after December 31, 1936.

• III •

OLD-AGE AND SURVIVORS INSURANCE

Applicants for Account Numbers, 1936-39

ONE OF THE FIRST operations in the establishment of Federal old-age insurance under the Social Security Act was the assignment of account numbers to the millions of workers to be covered by the program. Some identification other than a worker's name was necessary to distinguish his wage record so that—in spite of transfers from one job to another, from State to State, or to and from covered employment—his account might contain a complete record of the taxable wages reported for him by his employers. An account designated by number is set up in the Baltimore office of the Social Security Board for each applicant; the coding system used in assigning account numbers is such that the number assigned indicates the State in which the worker was located when he applied and the approximate date of his application. Employer reports of wages paid to workers in covered employment list each employee by account number as well as by name. State agencies also require the use of these account numbers to identify the wage records of workers covered by State unemployment compensation laws.

Total Numbers Assigned

A total of 47.7 million account numbers had been assigned by the end of 1939 (table 1 below). This number is a net figure, after deduction of voided applications and numbers canceled because of known duplication. Nearly half of the applications were received during the first 3 months of

Table 1.—Old-age and survivors insurance: Distribution of applications for account numbers by months, 1936-39

Month	1936	1937	1938	1939
Total ¹	17,201,720	20,023,621	6,319,075	5,568,060
January.....		5,987,066	691,945	433,670
February.....		1,177,171	500,487	338,310
March.....		1,622,751	507,423	370,571
April.....		1,028,917	487,848	358,257
May.....		1,025,546	451,631	367,656
June.....		2,253,300	495,836	501,524
July.....		1,907,746	560,017	494,411
August.....		1,591,504	618,553	548,840
September.....		1,063,444	528,022	502,437
October.....		963,730	547,030	614,370
November.....	300,000	713,024	456,924	536,712
December.....	16,901,720	689,422	473,359	501,302

¹ Gross figures; the cumulative total for the years 1936-39, 49,112,476, is reduced by 1,377,919, representing cancellations and voids plus reinstatements, to give a net total of 47,734,557 account numbers.

the assignment program initiated by the Social Security Board in cooperation with the Post Office Department in November 1936. In June 1937, as a result of an agreement between the Board and the Works Progress Administration, numbers were assigned to workers on WPA projects. At approximately the same time the Board authorized the assignment of account numbers to workers in domestic service in private homes, to workers aged 65 and over, and to others who might be covered by State unemployment compensation laws though not by the Federal old-age insurance system. Many unemployed work-

Table 2.—Old-age and survivors insurance: Percentage distribution of applications for account numbers in specified periods by age of applicants, 1936-39¹

Period, sex, and race	Total	Age (years) ²							
		Under 15	15-19	20-24	25-34	35-44	45-54	55-64	65 and over
November 1936-December 1937: ³									
Total.....	100.0	0.2	9.3	18.2	28.7	20.1	13.7	6.8	1.1
Male.....	100.0	.2	7.7	15.9	28.0	21.2	15.5	8.1	1.4
Female.....	100.0	.1	13.4	24.3	30.3	17.2	9.2	3.6	.4
White.....	100.0	.2	9.5	18.5	28.6	20.0	14.0	7.1	1.1
Negro.....	100.0	.3	7.4	16.7	31.5	23.0	12.1	5.4	1.0
Other.....	100.0	.2	5.2	7.9	15.1	9.4	5.0	2.2	.3
January-June 1938:									
Total.....	100.0	.5	18.1	19.3	23.2	15.9	11.7	6.9	4.1
Male.....	100.0	.6	16.8	17.8	21.8	15.9	12.9	8.3	5.5
Female.....	100.0	.2	20.8	22.5	26.0	15.9	9.1	4.0	1.2
White.....	100.0	.5	19.1	19.2	22.1	15.3	11.9	7.2	4.4
Negro.....	100.0	.3	12.4	20.1	29.3	19.3	10.8	5.0	2.1
Other.....	100.0	.3	9.6	17.5	29.8	19.4	11.4	5.4	3.0
July-December 1938:									
Total.....	100.0	1.1	29.6	18.8	20.1	13.2	9.2	5.2	2.2
Male.....	100.0	1.3	28.2	18.5	19.1	12.9	10.0	6.4	3.1
Female.....	100.0	.6	32.0	19.4	21.7	13.6	7.8	3.4	.8
White.....	100.0	1.1	31.6	18.3	18.9	12.7	9.2	5.4	2.3
Negro.....	100.0	.8	18.9	22.3	26.9	16.1	8.8	3.9	1.4
Other.....	100.0	1.7	22.0	17.1	27.4	16.6	9.0	4.2	1.6
January-June 1939:									
Total.....	100.0	.5	28.8	20.2	20.0	13.5	9.4	5.5	2.0
Male.....	100.0	.7	27.5	20.0	18.7	13.1	10.3	6.8	2.7
Female.....	100.0	.3	30.9	20.5	22.1	14.1	7.8	3.3	.9
White.....	100.0	.5	30.7	19.9	18.9	12.9	9.3	5.6	2.1
Negro.....	100.0	.6	16.9	22.6	27.1	16.9	9.3	4.4	1.7
Other.....	100.0	.5	14.6	17.6	29.0	19.5	10.9	6.1	1.4
July-December 1939:									
Total.....	100.0	.9	35.7	17.3	18.1	12.3	8.2	4.6	2.8
Male.....	100.0	1.3	34.4	17.2	16.6	11.6	8.8	5.7	4.2
Female.....	100.0	.3	37.4	17.4	20.1	13.3	7.4	3.1	.9
White.....	100.0	.9	37.7	16.6	17.1	11.9	8.2	4.7	2.9
Negro.....	100.0	.8	22.5	22.2	24.8	15.0	8.3	3.9	1.7
Other.....	100.0	1.1	25.8	16.9	23.5	17.0	8.9	4.5	1.8

¹ Based on actuarial cards prepared from gross account numbers issued and, during periods specified, placed in alphabetical file.

² For November 1936-December 1937, age as of July 1, 1937; for January 1938-December 1939, age at birthday nearest July 1 of year of application.

³ Based on 10-percent sample of applications for account numbers issued.

Table 3.—Old-age and survivors insurance: Percentage distribution of applications for account numbers in specified periods by sex and race of applicants, 1936-39¹

Sex and race	November 1936-December 1937 ²	January-June 1938	July-December 1938	January-June 1939	July-December 1939
Sex, total.....	100.0	100.0	100.0	100.0	100.0
Male.....	72.6	67.0	60.9	61.5	57.5
Female.....	27.4	33.0	39.1	38.5	42.5
Race, total.....	100.0	100.0	100.0	100.0	100.0
White.....	91.0	85.3	84.4	86.4	86.9
Negro.....	7.6	13.7	14.4	12.7	12.3
Other.....	1.4	1.0	1.2	.9	.8

¹ Based on actuarial cards prepared from gross account numbers issued and, during periods specified, placed in alphabetical file.

² Based on 10-percent sample of applications for account numbers issued.

ers also applied for account numbers on the theory that their chances for employment would be enhanced by the possession of the social security account cards issued by the Board.

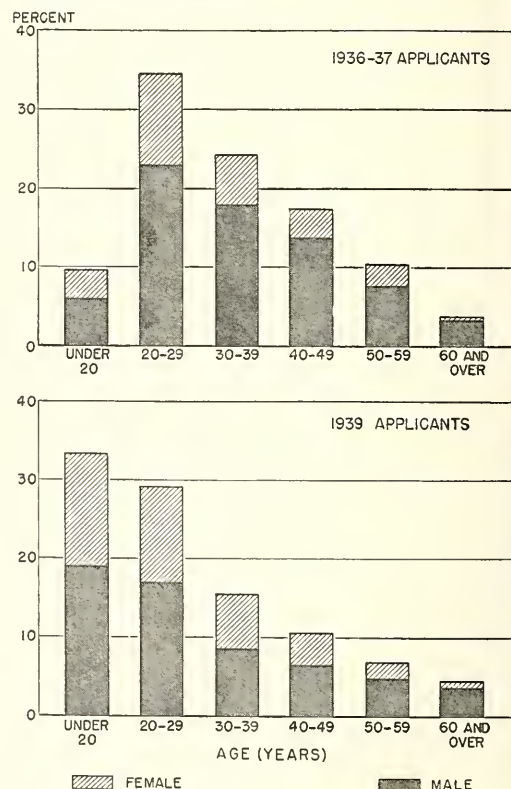
For these various reasons the net totals of account numbers must not be considered a count of individuals who are or have been in covered employment. Despite the fact that the absolute number of applicants represents a larger total than the number of workers with wage records, the characteristics of applicants for account numbers are of interest for the light they throw upon the age, sex, and race distributions of persons who are either regularly or intermittently in covered employment and those who hope, through subsequent employment, to gain the protection of the old-age and survivors insurance system. With the growing maturity of the program, new applicants may reflect accessions to the labor market in the wide range of employments covered.

With the establishment of its field offices, the Board took over from the post offices the responsibility for assigning account numbers. After the first rush of enumeration had subsided and accounts were set up for the applicants, it was possible to clear the record of voided numbers and to correct for multiple numbers assigned to the same individual. The gross figures, however, are useful in measuring the accessions to the labor market or to the program (table 1, p. 43). These figures indicate that an average of more than 520,000 accounts a month were established in 1938 and an average of more than 460,000 in 1939. The average during August-November 1939 rose to 550,000 a month, largely as a result of the 1939 amendments to the Social Security Act which included

under the provisions for old-age and survivors insurance services of workers aged 65 and over in covered employment, bank employees, and seamen.

Characteristics of Applicants

The age distribution of applicants for account numbers has shifted markedly since the inception of the program (table 2, p. 43, and chart 1 below). In the initial period November 1936-December 1937, only 9.3 percent of the applicants were in the age group 15-19, while more than two-thirds of the applicants were 20-44 years old. In the latter half of 1939, 35.7 percent of the applicants were in the age group 15-19, and more than half were aged 15-24. This change in the age composition of the groups applying for account numbers was to be expected, since the yearly addi-

Chart 1.—Old-age and survivors insurance: Age and sex distribution of applicants for account numbers in 1936-37 and in 1939¹

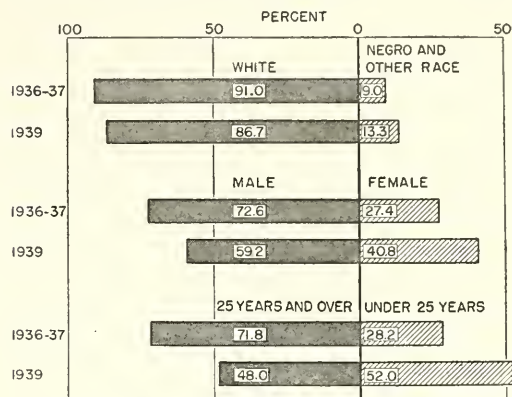
¹ See tables 2 and 4, pp. 43 and 45.

tions to the labor market are normally heavily weighted by persons seeking their first jobs. Were it not for the other sources of additions to the covered population, i. e., persons unemployed, not in the labor market, or engaged in noncovered employment, the applicants for account numbers, after the initial period, would consist almost exclusively of young persons seeking or holding jobs for the first time. It is impossible at present to determine the relative numerical importance of each of these groups in the total for any period.

The distribution of applicants by sex and by race is shown in table 3 (p. 44) and in chart 2. Women comprised 42.5 percent of the total number of applicants during the last 6 months of 1939 as compared with 39.1 percent during the corresponding period in 1938 and 27.4 percent during the period November 1936–December 1937.

The percentage of Negroes declined slightly in the first and second halves of 1939 from their proportion during corresponding periods of 1938. The percentage of Negroes among total applicants during 1938 and 1939 was nearly twice as large as that for the initial period November 1936–December 1937. In the early period women of all races and male Negroes, either because of their own or their employers' ignorance of the require-

Chart 2.—Old-age and survivors insurance: Age, sex, and race distributions of applicants for account numbers in 1936-37 and in 1939 ¹



¹ See tables 2 and 4, pp. 43 and 45.

ments, apparently lagged behind white males in applying for account numbers. Another factor which may account for the shift is the movement into and out of covered industry, which is much greater among women and Negroes than among white males. There has been a tendency on the part of some workers, especially some Negroes, to apply for a new account number with each reentry into covered employment.

Table 4.—Old-age and survivors insurance: Distribution of applications for account numbers by age,¹ sex, and race of applicants, 1939 ²

Age (years)	Total				Male				Female			
	Total	White	Negro	Other	Total	White	Negro	Other	Total	White	Negro	Other
Total.....	5,945,216	5,154,094	740,963	50,159	3,522,519	2,990,544	494,746	37,229	2,422,697	2,163,550	248,217	12,930
Under 15.....	43,261	37,361	5,468	432	36,376	31,226	4,841	309	6,885	6,135	627	123
15-19.....	1,942,260	1,783,930	147,948	10,382	1,100,892	984,798	109,880	6,214	841,368	799,132	38,068	4,168
20-24.....	1,102,818	928,606	165,570	8,642	650,194	532,509	112,031	5,654	452,624	396,097	53,539	2,988
25-29.....	635,230	515,152	112,819	7,259	350,810	275,812	69,329	5,669	284,420	239,340	43,490	1,590
30-34.....	490,747	406,239	78,725	5,783	268,196	216,231	47,225	4,740	222,551	190,008	31,500	1,043
35-39.....	423,839	348,376	70,053	5,410	233,739	187,807	41,605	4,327	190,100	160,569	25,448	1,083
40-44.....	338,809	287,064	47,566	3,679	198,345	165,275	29,143	2,927	139,964	120,789	18,423	752
45-49.....	288,681	247,947	37,957	2,777	180,211	153,072	24,882	2,257	105,470	94,875	13,075	520
50-54.....	230,708	201,671	26,881	2,156	155,251	134,848	18,556	1,847	75,457	66,823	8,325	309
55-59.....	177,319	155,849	19,895	1,575	126,858	111,002	14,452	1,404	50,461	44,847	5,443	171
60-64.....	118,947	107,301	10,624	1,022	91,620	82,462	8,223	935	27,327	24,839	2,401	87
65 and over.....	144,838	131,402	12,629	807	123,649	112,175	10,722	752	21,189	19,227	1,907	55
Unknown.....	8,259	3,196	4,828	235	6,378	2,327	3,857	194	1,881	869	971	41

¹ Age at birthday nearest July 1, 1939.

² Based on actuarial cards prepared from gross account numbers issued and during 1939, placed in alphabetical file; includes some account numbers issued in 1938.

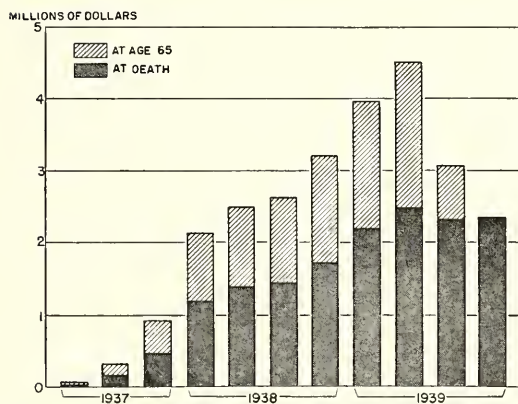
³ Excludes 1,607 of unknown sex and/or race.

Claims and Lump-Sum Payments, 1937-39

UNTIL 1940 the only benefits payable under the old-age and survivors insurance program were lump-sum amounts payable to covered workers at age 65 or to the heirs or estates of deceased workers. These payments amounted to 3½ percent of the total taxable wages received by the worker after 1936 and before attaining age 65. The Social Security Act Amendments of 1939 repealed, as of August 10, 1939, the lump-sum payments at age 65; established, beginning with January 1940, a system for payment of monthly benefits to certain survivors and dependents of insured workers; and modified earlier provisions for other monthly benefits and for lump-sum payments at death. Under these amendments, initial payment of monthly benefits was advanced from 1942 to 1940. Except for potential claims for payments based on wages of workers who died prior to 1940, it is possible to summarize all payments made under the original provisions of title II of the Social Security Act.

In the early months of the program lump-sum payments were small because only a short time had elapsed for the accumulation of the wages on which they were based. Many persons eligible for these payments doubtless neglected to file claims, either through ignorance of their rights or through lack of sufficient interest in the small amounts involved.

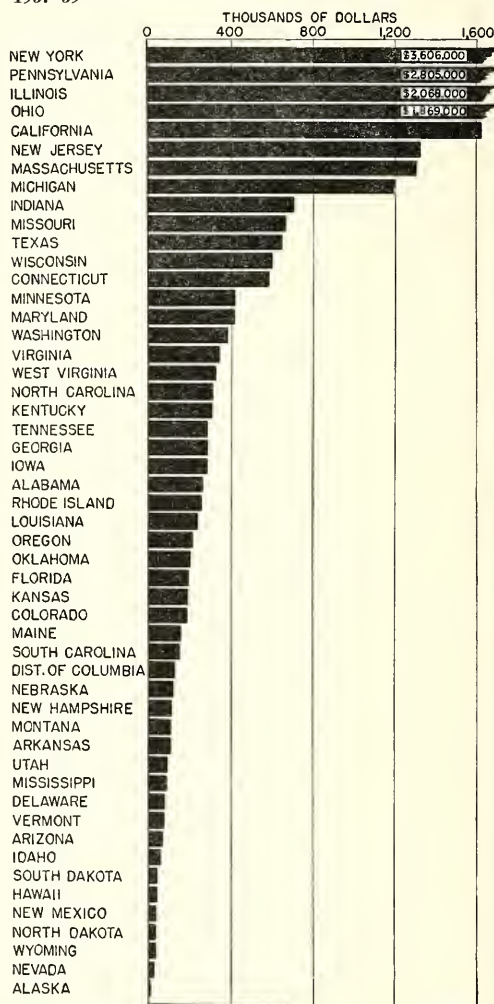
Chart 3.—Old-age and survivors insurance: Amount of lump-sum payments under 1935 act, by quarters, 1937-39¹



¹ See table 5, p. 47.

In subsequent months more persons filed claims and the levels of payments were higher. In December 1939 the average lump-sum death payment was \$96.93. An average figure for a period longer than a month fails to indicate the gradual growth in size of payments. This increase is reflected in

Chart 4.—Old-age and survivors insurance: Amount of lump-sum payments under 1935 act, 51 States, 1937-39¹



¹ See table 5, p. 47.

Table 5.—Old-age and survivors insurance: Number and amount of lump-sum payments under 1935 act, by States and by quarters, 1937-39

State	1937				1938				1939									
	January-December		January-March		April-June		July-September		October-December		January-March		April-June		July-September		October-December	
	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount
Total	53,236	\$1,277,593	61,664	\$2,146,791	54,722	\$2,491,073	46,946	\$2,624,372	50,338	\$3,215,537	57,907	\$3,906,367	56,862	\$4,508,889	35,274	\$3,068,003	24,796	\$2,352,247
Alabama	552	8,832	855	22,480	1,000	27,293	771	25,304	722	31,001	940	39,637	886	43,995	573	33,408	465	28,471
Arizona	107	2,540	155	4,514	1,000	7,345	115	7,631	153	8,917	168	9,378	168	10,654	112	7,802	101	7,158
Arkansas	121	2,012	473	10,046	357	10,478	262	7,414	297	13,277	394	14,263	423	16,752	288	14,304	234	13,812
California	2,427	63,720	3,013	110,794	3,539	136,135	3,810	185,628	3,837	224,607	3,920	263,225	3,428	278,984	1,944	181,751	1,421	158,461
Colorado	561	11,839	1,374	14,481	1,169	16,964	291	17,033	322	22,101	516	33,803	321	23,645	321	23,645	194	13,898
Connecticut	1,304	38,268	1,712	57,622	1,169	62,575	719	62,222	938	72,229	1,001	85,672	1,000	101,479	719	67,552	365	46,487
Delaware	256	6,702	338	12,137	244	12,981	193	11,518	289	20,341	268	18,691	237	19,408	172	14,565	117	10,879
Dist. of Columbia	287	5,659	464	13,186	597	19,619	434	18,872	494	23,031	614	28,215	750	38,576	493	25,746	399	22,860
Florida	578	10,522	852	21,724	825	26,373	710	29,438	839	37,089	1,139	46,263	1,013	51,415	715	35,443	584	28,296
Georgia	113	2,380	167	4,809	181	5,813	148	6,205	138	6,386	169	8,891	187	10,050	90	6,639	61	5,594
Idaho	3,529	93,200	4,261	165,045	3,667	193,528	3,447	216,552	3,902	253,504	3,653	298,707	4,333	392,024	2,793	209,440	1,905	196,066
Illinois	1,740	38,504	1,633	39,889	1,570	42,562	1,350	27,950	1,751	37,900	1,900	51,958	1,554	51,559	1,497	37,443	281	23,055
Indiana	285	6,264	712	18,781	522	20,982	409	18,584	396	22,536	497	31,568	496	32,239	291	22,062	206	17,981
Kansas	453	9,021	874	24,414	873	33,007	714	32,272	665	38,403	873	48,875	902	53,231	628	40,277	416	27,987
Kentucky	348	7,670	665	19,609	738	33,007	714	32,272	665	38,403	873	48,875	902	53,231	628	40,277	416	27,987
Louisiana	453	8,603	474	13,943	451	17,268	390	17,158	362	19,403	886	38,743	742	40,215	493	30,882	379	24,600
Maine	1,021	25,642	934	33,504	812	33,656	727	41,467	897	55,310	993	61,743	871	65,486	562	47,603	405	33,344
Maryland	3,447	84,406	3,180	118,110	2,690	131,964	2,229	139,188	2,398	165,878	2,492	202,207	2,494	225,755	1,410	138,125	1,066	108,741
Massachusetts	2,298	55,258	2,874	103,081	2,383	120,591	1,908	117,938	2,040	143,238	2,440	188,871	2,381	208,250	1,489	145,607	997	111,688
Michigan	1,307	16,031	2,445	5,855	331	9,038	282	8,593	363	10,852	478	14,242	367	12,966	272	10,839	220	9,558
Minnesota	1,303	30,473	1,724	68,988	1,484	65,324	1,118	67,094	1,098	76,153	1,445	102,654	1,573	120,399	1,030	84,900	638	58,174
Mississippi	264	6,463	241	9,690	215	9,007	150	8,948	180	10,819	269	16,707	248	18,802	164	13,433	106	9,494
Montana	181	4,130	285	10,493	371	13,512	264	12,121	261	14,711	409	19,288	363	21,349	183	13,957	117	10,423
Nebraska	357	6,458	832	9,429	326	11,657	246	11,632	253	16,756	297	15,593	265	18,521	131	10,757	103	8,552
Nevada	2,718	72,474	2,762	115,642	2,006	121,008	1,822	129,615	2,082	166,638	2,399	202,688	2,494	226,811	1,564	158,367	1,002	119,419
New Hampshire	52	1,021	172	3,041	65	2,039	68	3,331	69	4,315	76	4,368	98	5,619	64	4,712	53	3,636
New Jersey	6,360	175,044	7,085	282,117	6,719	353,766	5,530	362,749	6,221	475,618	6,423	555,986	6,125	616,543	4,104	444,494	2,929	333,277
New Mexico	1,002	17,945	1,318	30,318	1,034	28,527	731	28,294	901	36,334	1,107	48,784	1,083	64,735	676	37,547	593	34,290
New York	4,384	106,474	4,602	117,812	3,610	101,272	2,622	125,785	3,187	138,851	3,719	290,519	3,727	333,721	2,419	233,918	1,594	157,098
North Carolina	284	5,571	602	17,981	562	21,962	442	22,688	517	28,633	539	31,720	469	35,162	343	25,395	247	23,325
North Dakota	493	10,957	550	17,981	562	21,962	442	22,688	517	28,633	539	31,720	469	35,162	343	25,395	247	23,325
Oklahoma	768	16,703	674	25,084	581	25,282	490	29,442	4,960	33,576	5,633	43,206	5,775	49,787	3,437	32,739	3,329	24,638
Oregon	294	4,005	608	12,173	591	15,357	454	17,326	519	18,570	673	22,246	663	26,449	436	19,386	352	16,294
Pennsylvania	476	9,027	67	24,665	105	3,913	79	32,144	82	4,777	128	6,325	122	7,187	77	4,408	46	3,408
Rhode Island	294	4,005	608	12,173	591	15,357	454	17,326	519	18,570	673	22,246	663	26,449	436	19,386	352	16,294
South Carolina	476	9,027	67	24,665	105	3,913	79	32,144	82	4,777	128	6,325	122	7,187	77	4,408	46	3,408
South Dakota	294	4,005	608	12,173	591	15,357	454	17,326	519	18,570	673	22,246	663	26,449	436	19,386	352	16,294
Tennessee	476	9,027	67	24,665	105	3,913	79	32,144	82	4,777	128	6,325	122	7,187	77	4,408	46	3,408
Texas	1,202	28,925	1,880	54,425	2,086	68,135	1,901	63,666	1,447	76,761	1,852	103,307	1,738	115,924	1,026	70,509	896	68,890
Utah	240	5,311	190	6,688	188	9,638	132	7,958	183	11,349	237	13,077	217	12,249	117	10,039	84	6,986
Vermont	218	4,512	182	5,542	167	7,095	135	7,338	209	10,380	208	10,861	168	11,384	115	8,085	75	6,339
Virginia	836	17,519	1,087	28,703	940	32,902	767	32,961	945	42,938	978	56,725	939	58,990	649	41,785	511	33,711
Washington	887	19,974	1,002	33,180	1,035	40,679	921	41,567	870	58,619	1,000	65,025	851	64,058	493	41,926	380	33,113
West Virginia	729	16,016	800	26,497	921	36,369	664	33,657	999	58,619	1,000	65,025	851	64,058	493	41,926	380	33,113
Wisconsin	1,684	35,107	1,016	51,677	1,066	53,242	1,127	63,100	1,455	72,552	1,111	85,881	1,066	111,611	705	40,058	455	32,761
Wyoming	63	1,027	82	4,281	76	3,064	63	3,157	45	2,552	118	6,566	90	6,039	48	3,573	46	3,347
Foreign	35	869	35	1,527	34	1,363	50	2,933	52	3,056	47	2,873	64	4,893	63	5,173	35	3,091
Alaska	4	117	13	518	23	957	22	1,138	18	1,348	35	2,443	35	2,443	26	2,180	10	1,073
Hawaii	17	577	67	1,608	75	3,035	52	2,668	64	4,177	105	6,391	125	8,149	93	6,090	49	4,044

See footnote at end of table.

Table 5.—Old-age and survivors insurance: Number and amount of lump-sum payments under 1935 act, by States and by quarters, 1937-39—Con.

State	1937				1938				1939									
	January-December		January-March		April-June		July-September		October-December		January-March		April-June		July-September		October-December	
	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount
Total	27,406	\$950,661	26,830	\$947,464	22,531	\$1,100,692	20,985	\$1,174,006	22,373	\$1,453,473	25,550	\$1,778,201	24,892	\$2,040,276	8,906	\$756,331		
Alabama	187	2,745	247	7,160	184	6,800	162	6,778	296	9,026	315	14,739	295	15,068	87	4,974		
Arizona	158	3,273	194	2,589	193	2,589	193	1,579	47	3,471	122	3,835	65	4,949	19	1,392		
California	1,144	27,823	1,214	45,000	1,571	66,747	2,160	92,555	2,046	105,811	1,800	119,772	1,585	118,540	471	37,539		
Colorado	332	6,684	188	7,150	124	6,269	115	7,089	147	11,395	260	45,603	254	17,032	104	7,447		
Connecticut	970	25,155	846	33,472	549	32,068	506	35,142	465	38,455	493	42,600	554	65,044	187	19,091		
Delaware	134	2,783	96	3,715	64	3,066	64	3,723	78	4,553	76	7,994	68	5,761	17	1,586		
District of Columbia	128	3,271	170	6,322	189	6,850	73	4,894	145	10,969	94	7,969	78	6,868	48	3,824		
Florida	435	10,165	414	11,164	311	6,335	316	6,335	316	13,640	545	19,563	269	18,377	116	5,221		
Georgia	4,073	4,073	224	6,382	213	5,699	195	5,376	316	13,657	545	19,563	319	20,204	83	4,361		
Idaho	52	1,201	87	2,530	70	2,306	61	2,664	65	2,868	74	3,299	75	4,149	35	2,156		
Illinois	1,798	44,366	1,788	64,515	1,621	87,223	1,385	92,693	1,440	112,653	1,458	124,216	1,985	167,423	720	59,789		
Indiana	900	19,288	832	27,640	708	31,880	624	33,835	618	41,139	697	48,235	888	62,847	307	23,068		
Iowa	340	5,997	361	9,104	231	13,291	170	13,395	441	20,000	991	59,054	417	25,869	126	9,025		
Kansas	140	5,997	361	9,104	231	13,291	170	13,395	441	20,000	991	59,054	417	25,869	126	9,025		
Kentucky	260	5,382	315	9,004	297	13,375	245	11,890	259	16,136	320	20,109	320	22,108	115	7,017		
Louisiana	179	4,269	199	6,366	180	7,038	209	9,603	308	11,603	369	16,712	246	13,815	58	4,069		
Maine	307	5,809	292	8,282	315	9,202	195	9,346	205	12,122	218	14,526	207	16,007	60	4,648		
Maryland	497	11,951	377	14,095	345	14,524	313	18,413	458	25,977	414	26,825	352	27,278	111	8,591		
Massachusetts	2,263	56,892	1,903	65,892	1,292	67,760	1,298	81,360	1,250	87,162	1,242	106,899	1,302	122,552	468	43,771		
Michigan	951	22,609	1,105	38,888	930	47,779	674	43,283	731	53,133	961	73,795	909	80,838	373	34,361		
Minnesota	399	8,535	399	15,363	401	20,576	293	18,219	559	29,494	507	32,432	466	39,142	156	15,961		
Mississippi	52	8,833	67	1,480	67	2,186	61	2,370	172	4,790	216	4,776	136	3,388	45	5,949		
Missouri	659	15,323	765	27,146	607	31,962	462	29,444	453	33,961	701	54,226	709	66,385	302	25,105		
Montana	128	3,241	106	4,585	177	3,613	57	3,720	60	3,720	100	6,331	114	8,585	32	2,626		
Nebraska	89	2,127	108	5,874	157	2,154	106	1,513	110	6,853	251	10,231	180	8,349	54	3,655		
Nevada	230	4,501	171	4,502	149	5,407	139	7,433	129	8,967	143	7,990	134	9,536	4	4,361		
New Hampshire	230	4,501	171	4,502	149	5,407	139	7,433	129	8,967	143	7,990	134	9,536	4	4,361		
New Jersey	1,269	33,363	1,228	50,689	869	54,730	793	57,687	929	80,642	1,062	96,084	1,173	112,816	468	43,361		
New Mexico	1,269	33,363	1,228	50,689	869	54,730	793	57,687	929	80,642	1,062	96,084	1,173	112,816	468	43,361		
New York	3,265	87,163	3,265	129,805	2,777	133,568	2,988	162,398	2,552	208,806	2,591	229,171	2,557	265,703	1,043	106,197		
North Carolina	290	6,654	324	10,925	277	10,159	261	5,279	305	13,252	423	16,632	316	18,533	104	5,381		
North Dakota	290	6,654	324	10,925	277	10,159	261	5,279	305	13,252	423	16,632	316	18,533	104	5,381		
Ohio	2,183	54,619	2,135	76,630	1,687	86,630	1,334	83,571	1,413	100,580	1,718	135,435	1,743	161,711	723	69,394		
Oklahoma	290	3,419	210	6,082	187	7,042	97	4,960	112	7,099	170	10,556	224	15,171	65	3,941		
Oregon	126	6,226	313	8,980	267	9,416	192	9,045	280	15,177	281	14,913	228	16,387	75	6,461		
Pennsylvania	3,583	83,378	3,144	117,251	2,264	123,156	2,278	144,721	2,244	166,487	2,581	206,097	2,933	276,345	956	89,900		
Rhode Island	481	11,874	297	10,889	222	10,818	228	15,307	363	19,555	339	22,097	254	24,162	92	9,945		
South Carolina	108	1,009	104	3,147	113	4,264	118	4,545	180	7,655	236	6,806	172	9,407	43	1,926		
South Dakota	308	653	24	802	34	1,564	34	2,375	30	2,069	76	3,066	48	3,445	15	890		
Tennessee	228	4,422	286	9,360	204	11,510	366	14,517	530	18,644	285	35,102	285	14,489	87	5,898		
Texas	412	9,463	699	19,228	716	21,750	434	17,188	484	24,459	622	35,102	474	32,698	142	8,403		
Utah	119	2,816	56	1,703	65	3,771	47	3,237	76	6,315	112	6,323	97	7,305	23	1,574		
Vermont	129	2,384	97	2,779	71	3,073	70	4,023	147	6,854	128	6,790	91	5,877	46	3,083		
Virginia	481	9,463	699	19,228	716	21,750	434	17,188	484	24,459	622	35,102	474	32,698	142	8,403		
West Virginia	332	7,420	271	8,403	322	13,254	222	11,722	216	13,682	374	20,945	345	22,359	135	10,379		
Wisconsin	858	19,061	680	25,034	527	29,512	527	31,991	536	38,534	550	44,254	712	57,367	276	24,675		
Wyoming	30	1,484	45	1,219	32	1,484	24	1,293	23	1,042	51	2,718	27	1,851	8	492		
Foreign	7	190	7	282	4	49	7	501	9	632	3	192	7	313	7	492		
Alaska	4	187	38	654	34	820	17	1,040	24	1,053	12	654	15	557	6	228		
Hawaii	8	187	38	654	34	820	17	1,040	24	1,053	12	654	15	557	6	228		

		Lump-sum payments at death 1																		
		25,530	\$826,842	24,834	\$1,199,327	22,191	\$1,390,381	20,861	\$1,450,366	19,795	\$1,732,064	32,347	22,188,166	31,970	\$2,468,613	26,368	\$2,312,072	21,796	\$2,352,247	
Total.....																				
Alabama.....	365	6,637	608	15,320	816	20,493	609	18,526	516	21,075	625	24,898	591	28,946	486	28,434	465	28,471	28,471	
Alaska.....	49	1,977	100	3,761	121	4,959	76	3,752	106	5,456	102	6,440	103	5,705	93	6,410	101	7,158	7,158	
Arizona.....	1	1,341	315	6,298	244	6,479	192	5,569	192	7,887	242	8,891	276	10,404	231	12,763	234	13,812	13,812	
Arkansas.....	1,283	35,897	6,734	1,968	88,388	1,650	17,912	1,791	118,796	2,030	145,453	1,843	160,435	1,470	171,212	1,421	185,461	185,461	185,461	
California.....	229	5,155	186	7,331	2,962	10,705	176	9,944	175	10,706	256	15,574	281	16,751	217	16,068	194	15,838	15,838	
Colorado.....	96	2,683	74	2,913	64	2,968	121	2,740	55	3,543	683	42,672	506	46,553	392	41,005	385	43,224	43,224	
Connecticut.....	125	3,431	168	8,805	155	6,481	150	6,654	144	9,372	174	11,752	199	12,446	134	10,741	117	10,879	10,879	
Delaware.....	147	2,474	294	8,422	430	13,588	313	12,307	328	14,411	415	18,371	461	20,199	377	20,525	359	22,860	22,860	
Florida.....	338	5,843	628	16,342	601	17,704	515	20,062	523	23,432	594	26,760	694	31,211	370	30,897	584	28,296	28,296	
Georgia.....	61	1,759	80	2,279	111	3,507	87	3,511	73	3,518	95	5,592	112	5,501	55	4,453	61	5,594	5,594	
Idaho.....	1	48,343	2,752	37,683	2,752	18,105	1,962	123,859	2,165	142,881	2,165	169,551	2,388	224,601	2,073	210,161	1,905	194,066	194,066	
Illinois.....	160	1,807	302	10,125	275	12,436	271	14,559	310	17,390	420	22,864	371	26,601	271	26,418	212	23,065	23,065	
Iowa.....	160	3,807	392	10,125	275	12,436	271	14,559	310	17,390	420	22,864	371	26,601	271	26,418	212	23,065	23,065	
Kansas.....	148	3,272	352	9,681	259	11,301	231	10,594	226	12,120	272	17,886	272	19,471	198	15,362	206	17,981	17,981	
Kentucky.....	193	3,639	559	15,410	576	19,632	472	20,452	406	22,267	553	28,766	592	31,123	613	32,602	416	29,797	29,797	
Louisiana.....	169	3,401	486	13,243	551	16,027	379	13,661	475	19,416	517	22,061	496	26,400	435	26,793	379	24,600	24,600	
Maine.....	146	2,794	184	5,661	238	8,066	165	7,812	187	7,281	185	10,661	208	13,944	141	10,204	149	11,932	11,932	
Maryland.....	124	13,691	357	19,469	467	21,132	413	23,053	439	29,333	679	34,918	519	38,208	451	39,012	405	39,334	39,334	
Massachusetts.....	1,194	27,441	1,377	52,218	1,308	64,194	1,021	57,528	1,148	78,716	1,250	96,308	1,192	102,503	942	95,351	1,066	105,741	105,741	
Michigan.....	1,277	32,689	1,769	64,193	1,453	72,812	1,234	74,715	1,309	90,105	1,479	115,146	1,472	127,412	1,116	111,246	997	111,688	111,688	
Minnesota.....	290	7,176	391	15,373	416	18,317	395	24,715	333	23,832	604	34,645	521	40,521	386	34,860	350	33,649	33,649	
Mississippi.....	85	1,181	178	4,366	264	6,852	221	6,225	191	6,062	262	9,466	231	7,578	227	9,890	220	9,588	9,588	
Missouri.....	644	15,150	959	31,842	814	33,362	656	37,650	645	42,192	744	48,428	864	64,014	728	59,795	638	58,174	58,174	
Montana.....	136	3,222	135	6,075	138	5,394	93	5,228	120	7,069	169	10,366	134	10,067	132	10,807	106	9,494	9,494	
Nebraska.....	12	1,353	17	2,102	34	1,657	40	1,368	131	7,878	193	13,000	129	13,000	129	9,452	117	10,623	10,623	
Nevada.....	1	1,353	17	2,102	34	1,657	40	1,368	131	7,878	193	13,000	129	13,000	129	9,452	117	10,623	10,623	
New Hampshire.....	118	1,961	159	4,920	177	6,250	101	4,201	122	7,789	134	7,603	131	5,935	82	6,566	103	8,552	8,552	
New Jersey.....	1,479	39,111	1,534	64,953	1,147	66,278	1,029	71,928	1,153	85,966	1,347	106,604	1,321	123,935	1,096	115,006	1,002	119,419	119,419	
New Mexico.....	25	344	64	1,622	46	1,359	53	2,559	49	3,197	51	3,037	76	4,174	53	3,860	63	3,636	3,636	
New York.....	3,065	88,481	3,820	152,312	3,942	202,198	3,142	200,351	3,669	266,812	3,832	324,815	3,568	350,840	3,061	338,297	2,929	339,277	339,277	
North Carolina.....	683	11,411	1,453	12,762	765	15,338	911	12,015	946	23,072	684	28,532	767	30,182	572	32,106	563	34,260	34,260	
North Dakota.....	24	1,221	20	1,582	35	1,633	35	1,582	35	1,633	35	1,633	35	1,633	35	1,633	35	1,633	1,633	
Ohio.....	1,821	46,245	2,657	98,850	1,932	121,220	1,624	97,550	1,671	113,323	2,038	154,083	1,973	168,011	1,691	167,534	1,544	157,088	157,088	
Oklahoma.....	161	4,152	392	14,175	308	12,220	254	13,705	227	14,114	253	18,984	313	20,550	278	21,464	272	23,325	23,325	
Oregon.....	197	4,731	237	8,991	295	12,546	250	13,643	237	13,456	258	16,807	241	18,775	177	16,368	247	22,385	22,385	
Pennsylvania.....	3,452	81,225	3,680	132,933	2,797	136,126	2,612	149,691	2,516	167,089	3,052	225,109	2,842	241,626	2,481	237,899	2,329	246,398	246,398	
Rhode Island.....	287	6,386	291	9,071	283	13,298	225	12,377	233	12,749	276	20,487	239	18,169	192	17,442	213	20,219	20,219	
South Carolina.....	183	2,396	468	9,026	478	11,063	336	10,778	339	11,015	437	15,439	491	16,952	393	17,406	382	16,234	16,234	
South Dakota.....	28	373	43	1,211	45	2,349	45	1,226	52	2,708	62	2,659	74	3,789	62	3,452	46	3,408	3,408	
Tennessee.....	248	4,605	654	16,155	659	18,916	555	20,634	472	20,602	694	30,798	650	31,929	515	28,993	435	26,993	26,993	
Texas.....	790	19,462	1,181	35,197	1,370	46,385	1,067	46,478	963	47,302	1,230	68,205	1,264	79,546	884	62,106	896	63,800	63,800	
Utah.....	121	2,495	134	4,985	123	5,867	85	4,721	107	6,034	125	6,754	120	8,624	91	8,465	84	6,686	6,686	
Vermont.....	89	2,238	85	2,763	96	4,022	65	3,315	62	3,276	80	4,071	77	5,507	69	5,002	75	6,339	6,339	
Virginia.....	328	8,533	718	17,172	661	20,387	511	20,935	515	23,946	635	30,574	577	33,268	499	30,099	511	33,371	33,371	
Washington.....	397	8,596	559	18,094	559	23,055	432	23,184	384	27,969	492	32,569	419	35,663	325	33,437	325	33,539	33,539	
West Virginia.....	226	16,849	727	26,173	518	25,722	600	33,049	632	37,968	621	41,284	635	54,622	484	45,380	455	47,161	47,161	
Wisconsin.....	33	557	37	1,002	44	1,580	39	1,864	22	1,610	67	3,848	63	4,188	40	3,103	46	3,347	3,347	
Wyoming.....	28	679	28	1,245	30	1,344	43	2,432	43	2,424	44	2,681	57	4,850	56	4,681	35	3,091	3,091	
Foreign.....	0	0	0	6	319	0	764	17	783	13	816	14	1,866	20	1,866	20	1,866	10	1,073	1,073
Alaska.....	0	0	0	6	319	0	764	17	783	13	816	14	1,866	20	1,866	20	1,866	10	1,073	1,073
Hawaii.....	9	390	29	954	41	2,215	35	1,628	40	2,494	41	3,196	45	3,875	58	4,523	49	4,044	4,044	

1 Figures not adjusted for 1 death payment and 15 cancellations of payments at age 65 which could not be distributed by quarter and State.

the fact that in the last quarter of 1939 alone, when no lump-sum payments at age 65 were made, total payments were nearly double the amount of those made during the 4 quarters of 1937. In 1939, only the third year of the program, total payments were about 11 times as much as in 1937 on more than 3 times as many claims (table 5, p. 47).

Distribution of Claims and Payments

In all, 441,745 lump-sum payments totaling \$25,651,382 were made during the 3 years 1937-39. The 5 States which had the largest numbers of beneficiaries were New York, Pennsylvania, Illinois, Ohio, and California, in the order named. Nearly half of the total amount paid went to persons in these States, which, since they are highly industrialized and populous, contain a very large proportion of the workers covered by the program (chart 4, p. 46).

Among all claims based on the earnings of wage

earners who attained age 65 or died in 1937,¹ 89 percent related to male wage earners and 11 percent to female workers. White wage earners were represented by about 91 percent of all such claims—by 94 percent of the claims for payments at age 65 and only 89 percent of the claims for death payments. The rest of the claimants were Negroes except for 0.2 percent of “other races” in each category. A study of death claims reveals the fact that about 70 percent of all these deaths occurred between the ages of 35 and 65 years. These percentages are not comparable with the mortality experience of the population as a whole, since the group of wage earners covered by the old-age insurance program differed from the general population in age, sex, and race composition. In 1937, moreover, coverage was limited to workers under 65 years of age.

¹ Based on a study of claims filed in 1938 and 1939 and certified through June 1939, on behalf of wage earners who attained age 65 or died in 1937.

Wage Records, 1938

THE 31 MILLION WORKERS who some time in 1938 worked in employment covered by the Federal old-age and survivors insurance program received taxable wages of \$26 billion in that year.¹ This amount, however, does not represent the total earnings of these workers. A substantial number of them—and especially those whose taxable earnings fell in the lower wage intervals—are believed to have received additional amounts for services in employments excluded from the Federal program, but the number of such persons and the amount of their wages are at present unknown. Significant and varied information regarding the 31 million workers and the amount of their taxable wages is obtainable from the tabulation made once a year by the Bureau of Old-Age and Survivors Insurance. This tabulation is derived from the wage records kept for each covered worker; these records yield information on age, sex, race, State of employment, annual taxable wages, industry, number of quarters in which taxable wages were earned, and continuity of covered employment in 1937 and 1938.

The wage records for 1938 include earnings taxable for old-age insurance purposes under title VIII of the Social Security Act of 1935. They exclude wages received by persons aged 65 and over, wages in excess of \$3,000 received in the service of each employer in a calendar year, and earnings from work not covered by the system.² Of the estimated total of salaries and wages earned in the United States in 1938, approximately 6 percent were nontaxable because of the \$3,000 and age-65 limitations, and 29 percent because they were earned in excluded employments. The wages which were taxable for old-age insurance purposes, therefore, accounted for about 65 percent.³

¹ Because a small proportion of the wages reported each year cannot be identified for posting to individual accounts and because some returns are delinquent when the tabulations are made, the totals include an element of estimate. The probable margin of error, however, is believed to be small. Moreover, totals of taxable wages given in this section underestimate somewhat the actual amount of these wages, since, in tabulating amounts for individual workers, cents were dropped.

² See p. 67 for principal groups excluded.

³ Total net salaries and wages paid in the United States in 1938 (excluding such items as work relief, private pensions, social security benefits, compensation for injuries, etc.) are estimated by the National Income Division of the Bureau of Foreign and Domestic Commerce at \$40,423,000,000. See Nathan, Robert R., "National Income at Nearly 70 Billion Dollars in 1939," *Survey of Current Business*, Vol. 20, No. 6 (June 1940), pp. 6-11.

Tabulating Procedure

Wages taxable for the purposes of old-age insurance are reported for each quarter. The account number and the name of each recipient, with the amount paid him by any one employer, occupies a line on the latter's reporting form and is termed a wage item.

As of May 12, 1939—a date long enough after the end of 1938 to ensure inclusion of the bulk of the 1938 wage reports—the wage items were summarized for posting to the credit of individual workers. In the process of posting, an accounting summary card was made for each employee for whom wages were reported during the year. This card carried the worker's total taxable earnings for 1938 and his cumulative earnings from 1937, as well as a record of his race, sex, age, and the extent of his covered employment. The basic tabulation was made from duplicates of these summary cards.

By May 12, 1939, approximately \$25 billion (96 percent) of the \$26 billion in total taxable wages estimated to have been paid in 1938 could be posted to the individual accounts of employees. Of the 31 million workers estimated to have had taxable wages in 1938, nearly 30 million (96 percent) were represented in this posting and hence in the basic tabulation. This tabulation, however, included a "carry-over" of \$1,605 million in 1937 wage items which were identified for posting after July 9, 1938, and before May 12, 1939.⁴ The tabulation also included 745,000 workers who were represented in the deferred items for 1937 and who did not receive taxable wages in 1938.

On the basis of a 5-percent sample of the summary cards for the 1937 carry-over, distributions of wages and workers were developed in sufficient detail to permit deduction of the 1937 figures. Distributions were also worked out for the \$1,168 million in wages and 1.2 million workers estimated as the addition necessary to complete the 1938 tables. Except for table 12 (p. 60), which is based on the unadjusted data of the basic tabula-

⁴ The published figures for 1937 included taxable wages for that year identified for posting by July 8, 1938. See Corson, John J., "Wage Reports for Workers Covered by Federal Old-Age Insurance in 1937," *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 3-9, 72-81. These figures are being revised to include all wages reported for 1937.

tion, the accompanying tables represent an approximate 100 percent of all employees with taxable wages in 1938 and their taxable wages in that year.

Geographic Distribution of Workers

More than half of the workers who received taxable wages in 1938 were in seven States: New York, Pennsylvania, Illinois, California,

Table 6.—*Old-age and survivors insurance: Workers with taxable wages in 1938 and amount of such wages, by sex and by States*¹

[Corrected to Aug. 15, 1940]

[Wages in thousands ¹]

State ¹	Total		Male		Female	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Total.....	31,000,389	\$26,173,920	22,302,478	\$21,695,511	8,697,911	\$4,478,409
Alabama.....	394,304	225,392	312,198	196,334	82,106	29,058
Alaska.....	19,072	17,761	16,552	16,717	2,520	1,044
Arizona.....	94,563	68,641	76,820	61,475	17,743	7,165
Arkansas.....	194,543	95,747	155,910	84,805	38,633	10,942
California.....	1,944,038	1,808,427	1,394,870	1,502,045	549,168	306,382
Colorado.....	233,818	173,588	172,573	146,228	61,245	27,360
Connecticut.....	560,273	525,311	387,421	425,418	172,852	99,893
Delaware.....	74,306	61,627	52,279	50,918	22,027	10,700
District of Columbia.....	203,944	179,823	140,308	142,300	63,636	37,433
Florida.....	435,393	232,665	321,370	187,243	114,023	36,423
Georgia.....	542,162	282,698	370,347	224,642	171,815	58,055
Hawaii.....	111,060	63,251	87,817	55,757	23,243	7,495
Idaho.....	92,915	67,657	72,652	51,400	20,263	6,257
Illinois.....	2,322,026	2,267,864	1,628,466	1,559,527	693,530	408,627
Indiana.....	198,324	162,630	151,463	126,030	46,861	20,631
Iowa.....	408,074	287,861	294,137	240,995	113,937	46,866
Kansas.....	279,438	193,724	213,452	169,331	65,986	24,393
Kentucky.....	391,820	251,905	304,105	217,263	87,715	34,732
Louisiana.....	415,326	268,653	331,197	236,600	84,129	32,053
Maine.....	226,553	142,622	157,393	116,691	69,160	25,931
Maryland.....	473,175	373,115	337,967	313,052	135,208	60,063
Massachusetts.....	1,338,583	1,196,876	884,189	939,437	454,394	257,439
Michigan.....	1,492,740	1,355,717	1,146,845	1,180,616	345,895	175,101
Minnesota.....	506,514	422,960	353,913	345,619	152,601	77,341
Mississippi.....	210,638	88,664	163,363	74,939	47,275	13,725
Missouri.....	805,028	660,349	543,658	527,757	261,370	132,592
Montana.....	96,827	75,907	77,777	68,077	19,050	7,829
Nebraska.....	198,033	152,350	141,046	108,852	56,987	23,498
Nevada.....	29,551	25,309	24,460	22,820	5,091	2,489
New Hampshire.....	144,916	100,033	98,140	79,392	46,778	20,641
New Jersey.....	1,196,239	1,166,960	826,524	957,359	369,715	209,602
New Mexico.....	67,206	43,477	55,285	39,773	11,921	3,704
New York.....	4,283,899	4,404,708	2,884,737	3,459,824	1,399,162	944,884
North Carolina.....	655,764	361,750	435,108	280,918	220,656	80,833
North Dakota.....	60,810	38,429	41,184	32,476	16,626	5,953
Ohio.....	1,843,178	1,703,178	1,369,279	1,452,189	473,899	250,989
Oklahoma.....	324,664	240,116	252,296	211,268	72,368	28,848
Oregon.....	267,029	217,534	198,770	186,583	68,259	30,951
Pennsylvania.....	2,697,594	2,426,975	1,968,698	2,055,200	728,896	371,775
Rhode Island.....	248,267	199,993	158,789	153,465	89,478	46,528
South Carolina.....	317,974	153,589	227,441	124,077	90,533	29,512
South Dakota.....	68,268	43,032	50,370	37,240	17,898	6,392
Tennessee.....	483,437	282,479	347,427	233,599	136,010	48,880
Texas.....	1,216,697	814,479	913,384	717,831	273,313	96,648
Utah.....	108,369	80,459	80,057	70,444	28,312	10,015
Vermont.....	78,126	51,918	56,360	44,304	19,766	7,614
Virginia.....	498,024	320,308	362,445	268,419	135,579	51,889
Washington.....	439,032	369,136	318,454	315,037	111,748	54,099
West Virginia.....	396,533	327,411	336,557	299,455	59,976	27,457
Wisconsin.....	670,864	597,457	491,823	505,310	179,041	92,177
Wyoming.....	51,288	39,593	41,772	36,102	9,516	3,491

¹ Excludes 142,433 workers holding railroad retirement account numbers and their taxable wages of \$35,951,968, and 52,297 workers whose sex and/or race was unknown and their taxable wages of \$24,367,250. The totals of this table plus the above exclusions represent an approximate 100 percent of all workers with taxable wages in 1938 and such wages. These totals were derived from the basic tabulation which includes all 1938 taxable wages identified for posting to individual accounts through May 12, 1939, plus all 1937 taxable wages identified for posting after July 9, 1938, and through May 12, 1939, and the workers for whom they were reported. Adjustments were made in this tabulation to exclude all 1937 taxable wages, which amounted to \$1,604,981,112, and 745,087 of the workers represented by those wages who had no taxable wages in 1938. Adjustments were also made to include 1938 taxable wages which were not identified for posting by May 12, 1939, estimated at \$1,168,001,309, and 1,221,385 estimated additional employees who had no 1938 taxable wages identified in time for inclusion in the basic

tabulation. Thus the basic tabulation was cleared of items relating to 1937 wages and workers, and additions were made for the 1938 wages and workers not identified in time to be included in the basic tabulation.

For more detailed statistics than appear in this table, see Social Security Board, *Old-Age and Survivors Insurance Statistics—Employment and Wages of Covered Workers, 1938, 1940*. 300 pp. Processed.

² Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

³ State of employment in the basic tabulation was indicated only for workers for whom taxable wages were reported for the fourth quarter of 1938, and their wages for the entire year were allocated to that State. For the remaining 1938 workers, State of registration was utilized in estimating distribution by State of employment; of these workers, 4,846,765 were male and 2,053,531 female, and their taxable wages amounted to \$2,531,487,981 for males and \$467,619,443 for females.

Ohio, Michigan, and Massachusetts (table 6, p. 52). The 4.3 million workers of New York were credited with \$4.4 billion in taxable wages, averaging more than \$1,000 a worker. In Pennsylvania, \$2.4 billion in wages was reported for 2.7 million workers, an average of \$900. The average taxable wage exceeded \$900 in seven other States: Illinois, \$977; New Jersey, \$976; Connecticut, \$938; Alaska, \$931; California, \$930; Ohio, \$924; and Michigan, \$908. The States with average taxable wages of less than \$600 were: Tennessee (which had 483,000 workers), Alabama (394,000), Hawaii (111,000), North Carolina (656,000), Georgia (542,000), Florida (435,000), Arkansas (195,000), South Carolina (318,000), and Mississippi (211,000).

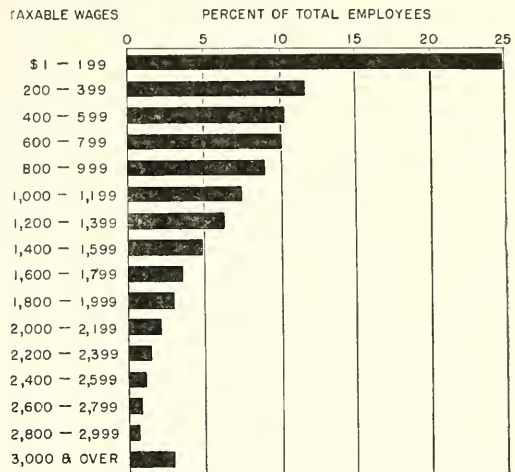
The average taxable wage cannot be interpreted as average income or average earnings of the workers in these States. As indicated earlier, many workers supplement their taxable wages with earnings from employment not covered by the Federal old-age and survivors insurance system. This is particularly the case in southern and central States where agricultural employment, which is excluded from coverage, is a major occupation.

Caution must be used also as to the exactness attributed to the State figures. In the 1938 tabulations, only the workers with wages in the fourth quarter were distributed according to State of employment; workers who had taxable wages in 1938 but not in the fourth quarter were distributed on the basis of the State in which they applied for account numbers, and adjustments were made in this distribution to obtain State of employment. Furthermore, wages for the entire year were allocated to the State of employment in the fourth quarter.

Age, Sex, and Earnings

Of the employees with reported taxable wages in 1938, 66 percent had less than \$1,000 (25 percent less than \$200); 25 percent had \$1,000–\$1,999; 6 percent, \$2,000–\$2,999; and only 3 percent had taxable wages of \$3,000 and over. (See table 7 and chart 5.) A larger percentage of women than of men were in the low-earnings groups; wages of less than \$1,000 were reported for 86 percent of the women but for only 58 percent of the men; 63 percent of the women and only 41 percent of the men had taxable wages of less than \$600. The

Chart 5.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages in 1938 by amount of such wages¹



¹ See table 7, p. 54.

average taxable wage for all women with reported wages in 1938 was \$515; for men, \$973.

Age is also a factor in low wages and serves to some extent to explain the discrepancy between the average for men and for women.⁵ Of the 7.7 million workers for whom wages of less than \$200 were reported, nearly half (45 percent) were under 25 years of age (21 percent were under 20, and 24 percent were between 20 and 25). The average taxable wage ranges from \$209 for persons aged less than 20 to \$1,147 for those aged 45–49. Men had the highest average (\$1,279) in the age group 40–44, dropping slightly to \$1,274 at ages 45–49. Women had the highest average (\$643) in the ages 45–49. For both men and women, however, wages were well maintained in the older groups. At ages 60–64, men had an average taxable wage of \$1,094 (12 percent above the average for all men); at these same ages, women received an average taxable wage of \$604 (17 percent above the average for all women). Average taxable wages for both men and women were higher at ages 60–64 than those in any of the age groups under 30 (chart 6).

Many of the workers with small amounts of wages are persons who work in covered employment for short periods only, such as students who

⁵ Age at birthday nearest July 1, 1938, was used in the tabulation.

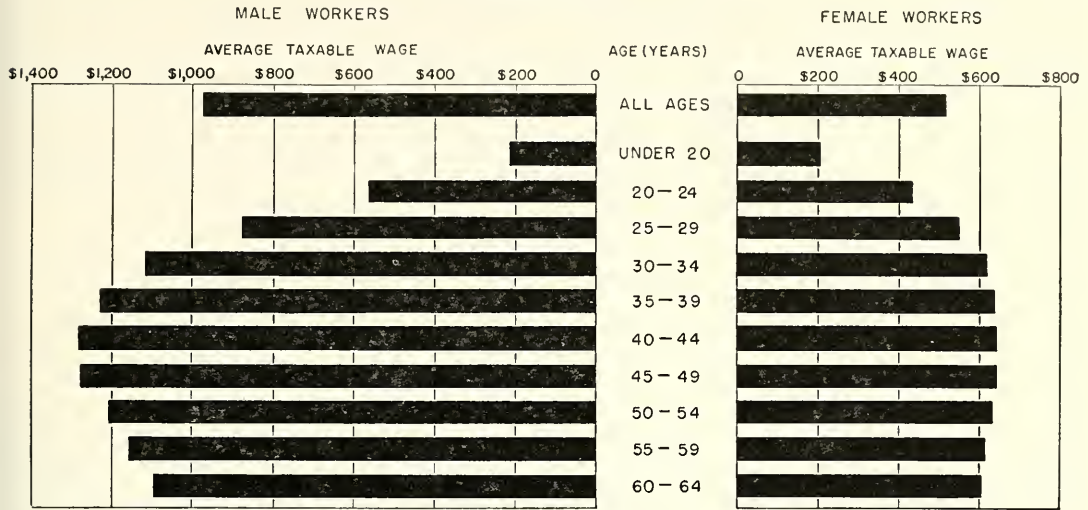
Table 7.—Old-age and survivors insurance: Workers with taxable wages in 1938, by amount of such wages, by age,¹ and by sex²

(Corrected to Aug. 15, 1940)

Amount of taxable wages	Age (years)											66 and over	Un- known		
	Total	Under 15	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59			60-64	65
Total															
\$1-\$199	31,000,389	48,239	2,461,241	5,792,160	5,109,752	4,349,805	3,514,405	3,008,897	2,448,014	1,912,113	1,281,658	788,460	99,774	57,872	72,999
\$200-\$299	7,705,324	42,004	1,581,410	1,827,673	1,133,154	786,795	611,257	502,248	405,406	327,266	229,791	146,802	28,730	32,754	49,974
\$300-\$399	3,629,125	844	423,757	936,619	619,381	431,483	324,656	267,015	214,594	172,942	123,146	78,861	17,014	8,029	9,584
\$400-\$499	3,178,724	201	231,913	511,012	512,460	408,290	307,430	239,546	207,468	166,931	115,350	75,148	12,912	5,024	5,039
\$500-\$599	2,800,869	183	180,489	400,812	400,812	312,460	239,546	180,489	150,812	115,350	75,148	48,629	3,476	2,529	3,021
\$600-\$699	2,790,332	28	180,489	355,437	355,437	268,714	208,185	150,812	123,146	99,774	75,148	48,629	2,529	1,660	1,973
\$1,000-\$1,199	2,322,793	12	17,263	300,829	408,910	383,553	279,048	231,764	193,218	156,350	106,600	66,997	5,924	1,973	722
\$1,200-\$1,399	1,963,109	11	4,522	205,100	405,889	359,590	271,728	222,100	184,933	146,681	97,389	58,615	4,092	1,327	676
\$1,400-\$1,599	1,519,224	10	1,532	102,506	283,730	297,095	233,693	175,604	137,363	119,751	77,503	45,582	2,945	1,678	677
\$1,600-\$1,799	1,087,722	1	490	48,557	176,925	219,832	183,122	154,614	121,969	90,992	56,294	32,005	2,222	402	277
\$1,800-\$1,999	826,872	1	123	24,961	125,555	185,010	165,667	140,518	112,967	79,061	50,123	27,980	1,513	341	165
\$2,000-\$2,199	636,879	1	63	17,793	72,944	82,313	60,854	43,696	31,159	21,733	13,891	8,846	591	113	140
\$2,200-\$2,399	434,059	3	48	5,270	40,794	44,169	35,333	27,428	20,983	15,561	11,052	722	122	40	25
\$2,400-\$2,599	325,719	2	38	2,434	25,968	29,735	23,093	19,853	15,561	11,052	722	483	36	25	25
\$2,600-\$2,799	259,036	3	24	1,077	17,229	44,340	52,409	49,869	39,889	28,177	16,284	8,524	436	18	78
\$2,800-\$2,999	190,692	3	17	965	10,052	31,211	39,387	37,880	30,364	20,672	12,743	6,847	436	18	289
\$3,000 and over	901,781	36	49	2,065	27,601	100,962	138,339	186,076	108,440	126,610	80,788	46,817	2,706	343	343
Male															
Total	22,302,478	38,276	1,466,587	3,594,947	3,557,993	3,166,739	2,640,408	2,326,105	1,958,530	1,587,987	1,088,676	683,087	87,909	50,384	54,850
\$1-\$199	4,811,690	37,211	933,878	1,084,246	680,306	475,572	378,730	323,300	277,117	229,729	175,766	116,603	24,237	28,510	36,462
\$200-\$299	2,295,219	796	258,439	554,561	377,992	296,255	203,526	172,285	145,488	118,333	95,379	63,474	14,673	7,481	7,394
\$300-\$399	1,949,432	148	134,283	454,884	333,282	249,417	187,777	161,270	135,133	118,138	86,904	58,879	11,022	4,282	4,009
\$400-\$499	1,947,069	41	81,743	442,351	336,711	249,417	187,777	161,270	135,133	118,138	86,904	58,879	11,022	4,282	4,009
\$500-\$599	1,824,935	15	58,221	296,309	253,771	193,465	153,427	135,252	118,138	95,379	63,474	48,629	5,024	2,969	2,969
\$600-\$699	1,666,639	8	13,409	280,378	332,058	258,681	223,339	189,686	163,411	133,270	89,929	55,033	3,805	1,227	1,227
\$1,000-\$1,199	1,352,286	8	1,422	96,297	252,145	254,737	201,215	172,965	142,487	110,942	72,756	43,268	2,803	618	653
\$1,200-\$1,399	1,005,597	1	1,365	46,068	166,237	200,211	165,640	141,195	112,881	85,590	53,419	30,624	2,151	338	257
\$1,400-\$1,599	857,746	5	93	24,450	120,677	174,042	153,052	129,075	105,086	74,221	47,505	26,728	1,457	179	138
\$1,600-\$1,799	606,686	7	45	11,479	70,035	120,000	115,585	91,238	78,489	56,119	33,649	18,751	1,063	147	79
\$1,800-\$1,999	511,144	2	26	5,314	31,465	51,144	42,736	35,530	30,115	23,822	15,839	12,602	697	104	104
\$2,000-\$2,199	314,263	2	20	1,480	25,223	35,185	42,736	35,530	30,115	23,822	15,839	12,602	697	104	104
\$2,200-\$2,399	250,583	1	20	1,480	16,896	43,403	50,854	48,191	38,185	27,194	18,599	8,184	401	30	30
\$2,400-\$2,599	185,439	0	16	1,052	9,842	30,563	38,395	36,789	29,464	20,000	12,311	6,596	425	15	15
\$2,600-\$2,799	879,584	21	35	2,366	26,980	98,717	154,600	181,651	164,323	123,407	80,788	46,817	2,068	309	309
Female															
Total	8,697,911	4,963	994,654	2,197,213	1,611,759	1,183,066	873,997	682,792	489,484	324,126	192,982	105,373	11,865	7,488	18,449
\$1-\$199	2,893,664	4,793	647,532	743,427	432,848	311,223	232,527	178,948	128,369	87,544	54,025	30,109	4,553	4,244	18,512
\$200-\$299	1,233,003	48	163,231	352,508	251,377	159,873	119,633	98,270	77,335	48,793	29,471	16,209	1,484	1,742	2,190
\$300-\$399	1,194,627	24	57,820	351,788	229,174	158,873	119,633	98,270	77,335	48,793	29,471	16,209	1,484	1,742	2,190
\$400-\$499	865,396	13	21,768	238,065	194,029	132,643	91,191	70,414	49,369	32,372	18,599	10,519	1,404	565	565
\$1,000-\$1,199	458,158	4	3,854	90,431	126,815	93,974	61,371	43,398	28,791	18,599	10,519	5,597	430	310	310
\$1,200-\$1,399	296,470	2	465	25,135	72,831	70,909	48,389	32,414	21,542	13,809	7,400	3,582	197	100	74
\$1,400-\$1,599	166,938	2	110	6,239	31,585	42,958	32,378	22,095	14,876	8,899	4,747	2,314	142	60	23
\$1,600-\$1,799	100,125	0	38	1,913	10,519	16,815	12,602	8,184	5,597	3,582	2,314	1,412	100	23	23
\$1,800-\$1,999	30,186	4	18	284	5,178	10,519	10,519	7,881	4,941	2,613	1,412	550	14	19	19
\$2,000-\$2,199	16,355	0	12	55	2,099	5,313	6,706	4,518	2,841	1,400	714	24	16	16	16
\$2,200-\$2,399	11,456	0	10	100	745	2,332	3,441	3,598	2,760	1,684	1,097	429	29	11	11
\$2,400-\$2,599	8,453	2	4	191	333	1,550	2,245	2,318	1,808	1,387	722	402	25	15	15
\$2,600-\$2,799	8,453	2	4	191	333	1,550	2,245	2,318	1,808	1,387	722	402	25	15	15
\$2,800-\$2,999	22,197	13	14	290	681	2,245	3,739	4,425	4,117	3,203	672	340	22	6	6
\$3,000 and over															

¹ Age at birthday nearest July 1, 1938.² Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown. See footnote 1, table 6.

Chart 6.—Old-age and survivors insurance: Average reported taxable wages for male and female workers, by age, 1938¹



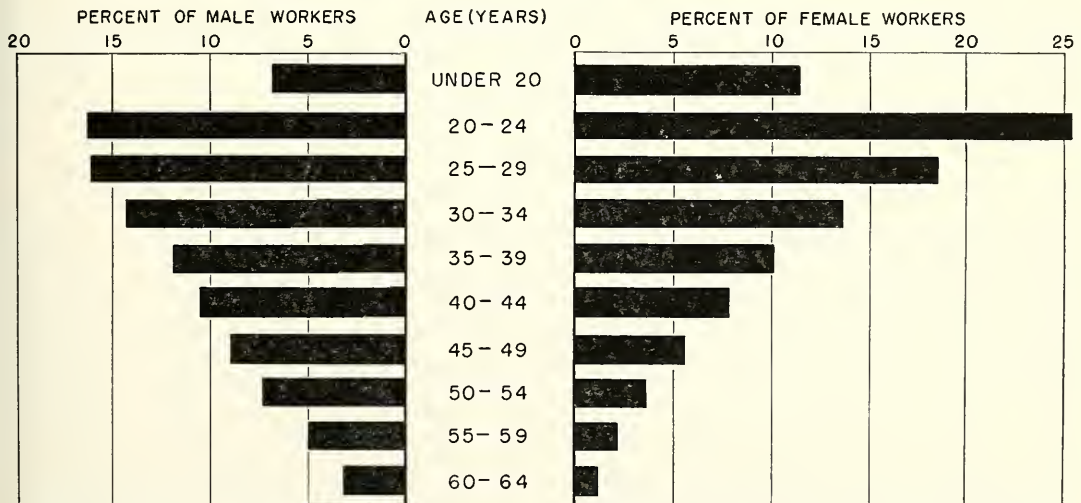
¹ See table 11, p. 59.

enter the labor market in the summer vacation or housewives who take employment during peak periods in such industries as canning and retail trade. Half of the 7.7 million workers with taxable wages of less than \$200 had wages reported in only

1 calendar quarter and another 30 percent had wages reported in only 2 calendar quarters.

The distributions by age and sex of workers with wages in 1938 approximate those found in the preliminary data for 1937. About 72 percent of

Chart 7.—Old-age and survivors insurance: Percentage distribution of male and female workers with taxable wages in 1938, by age¹



¹ See table 7, p. 54.

the workers were men and 28 percent were women. Women workers were concentrated in the lower age groups; 37 percent of their number were less than 25 years of age as compared with 23 percent of the men. About 25 percent of the men and 13 percent of the women were aged 45 years and

over (chart 7). Although wages of workers aged 65 and over were nontaxable, wage reports were made for some 58,000 individuals whose age exceeded 65 years. Workers recorded in this age group may have misstated their actual ages in the applications for account numbers from which age

Table 8.—Old-age and survivors insurance: Workers with taxable wages in 1938 and amount of such wages, by race and sex, 16 States¹

[Corrected to Aug. 15, 1940]

[Wages in thousands²]

State ³	Total		White		Negro		Other	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Total								
Alabama.....	394,304	\$225,392	275,824	\$182,807	118,407	\$42,549	73	\$36
Arkansas.....	194,543	95,747	149,763	83,541	44,688	12,160	92	47
Delaware.....	74,306	61,627	66,807	58,796	7,464	2,819	35	12
District of Columbia.....	203,944	179,823	158,305	155,377	45,350	24,247	289	109
Florida.....	435,393	223,665	322,734	194,049	112,503	29,521	156	96
Georgia.....	542,162	282,698	406,612	249,060	135,479	33,608	71	29
Kentucky.....	391,820	261,995	350,368	235,283	41,365	16,642	97	70
Louisiana.....	415,326	268,653	296,372	231,228	118,672	37,374	282	51
Maryland.....	473,175	373,115	408,449	343,279	64,574	29,741	152	96
Mississippi.....	210,638	88,664	128,285	70,732	82,260	17,918	143	13
North Carolina.....	655,764	361,730	512,610	320,707	142,776	40,952	378	91
South Carolina.....	317,974	153,589	244,382	136,292	73,542	17,279	50	18
Tennessee.....	483,437	282,479	398,870	254,241	84,529	28,213	38	25
Virginia.....	498,024	320,308	378,617	278,891	119,245	41,332	162	85
Alaska.....	19,072	17,761	16,372	16,636	48	16	2,652	1,109
Hawaii.....	111,060	63,251	23,846	21,596	70	47	87,144	41,608
Male								
Alabama.....	312,198	\$196,334	203,812	\$155,676	108,322	\$40,624	64	\$34
Arkansas.....	155,910	84,805	114,260	73,208	41,570	11,552	80	45
Delaware.....	62,279	60,918	46,266	48,328	5,956	2,579	27	11
District of Columbia.....	140,308	142,390	102,280	121,392	37,753	20,804	275	194
Florida.....	321,870	187,243	224,739	160,277	96,499	26,882	132	84
Georgia.....	370,347	224,642	259,514	194,700	110,780	29,918	53	24
Kentucky.....	304,105	217,263	269,037	201,816	34,975	15,378	93	69
Louisiana.....	331,197	236,600	226,253	201,581	104,731	34,974	213	44
Maryland.....	337,967	313,052	283,540	285,530	54,283	27,434	138	89
Mississippi.....	163,363	74,399	87,611	67,944	75,615	16,983	137	11
North Carolina.....	435,108	280,918	333,923	248,673	100,830	32,156	355	88
South Carolina.....	227,441	124,077	162,498	107,999	64,896	16,061	47	17
Tennessee.....	347,427	233,599	275,766	208,159	71,626	25,415	35	25
Virginia.....	362,445	268,419	270,084	232,740	92,213	35,597	148	82
Alaska.....	16,552	16,717	14,463	15,715	34	12	2,055	991
Hawaii.....	87,817	55,757	17,739	18,240	62	46	70,016	37,471
Female								
Alabama.....	82,106	\$29,058	72,012	\$27,131	10,085	\$1,925	9	\$2
Arkansas.....	38,633	10,942	35,503	10,333	3,118	608	1	1
Delaware.....	22,027	10,709	20,511	10,428	1,508	240	8	1
District of Columbia.....	63,636	37,433	56,025	33,985	7,597	3,443	14	5
Florida.....	114,023	36,423	97,995	33,772	16,004	2,639	24	12
Georgia.....	171,815	58,055	147,098	54,360	24,699	3,690	18	5
Kentucky.....	87,715	34,732	81,321	33,467	6,390	1,264	4	7
Louisiana.....	84,129	32,063	70,119	29,647	13,941	2,400	69	7
Maryland.....	135,208	60,063	124,903	57,749	10,291	2,307	14	7
Mississippi.....	47,275	13,725	40,624	12,788	6,645	935	6	3
North Carolina.....	220,656	80,833	178,687	72,034	41,946	8,796	23	1
South Carolina.....	90,533	29,512	81,884	28,293	8,646	1,218	3	1
Tennessee.....	136,010	48,880	123,104	46,082	12,903	2,797	3	1
Virginia.....	135,579	51,889	108,533	46,151	27,032	5,735	14	3
Alaska.....	2,520	1,044	1,909	921	14	5	597	118
Hawaii.....	23,243	7,495	6,107	3,356	8	2	17,128	4,137

¹ States with largest proportions of Negro or other races among workers with taxable wages in 1938. Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was un-

known. See footnote 1, table 6.

² Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

³ See footnote 3, table 6, for method of determining State of employment.

was computed; they may have failed to reveal their true ages to their employers; or the employers may have continued to report their wages as a matter of routine.

Table 9.—Old-age and survivors insurance: Workers with taxable wages in 1938, by number of quarters in which wages were received, by amount of such wages, and by sex¹

[Corrected to Aug. 15, 1940]

Amount of taxable wages	Total	Workers with taxable wages in—			
		One quarter	Two quarters	Three quarters	Four quarters
Total					
Total.....	31,000,389	4,350,734	4,185,286	4,529,720	17,934,649
\$1-\$199.....	7,705,324	3,901,027	2,309,525	944,702	550,070
\$200-\$399.....	3,629,125	321,466	1,059,309	1,096,800	1,151,550
\$400-\$599.....	3,178,724	48,703	402,266	853,586	1,874,169
\$600-\$799.....	3,141,596	16,663	153,027	553,343	2,418,563
\$800-\$999.....	2,790,332	7,240	62,707	334,632	2,385,753
\$1,000-\$1,199.....	2,322,793	4,351	30,333	197,991	2,090,118
\$1,200-\$1,399.....	1,963,109	2,841	17,348	123,436	1,819,484
\$1,400-\$1,599.....	1,519,224	1,803	10,693	76,733	1,429,995
\$1,600-\$1,799.....	1,087,722	1,052	6,602	47,225	1,032,843
\$1,800-\$1,999.....	914,281	1,018	5,566	34,437	873,260
\$2,000-\$2,199.....	636,872	1,147	3,504	24,780	607,441
\$2,200-\$2,399.....	434,059	652	2,267	17,618	413,522
\$2,400-\$2,599.....	325,719	849	2,220	8,931	313,759
\$2,600-\$2,799.....	259,036	429	1,538	6,994	250,135
\$2,800-\$2,999.....	190,692	390	3,109	10,522	176,671
\$3,000 and over.....	901,781	41,103	115,272	198,090	547,316
Male					
Total.....	22,302,478	2,865,711	2,871,023	3,238,326	13,327,418
\$1-\$199.....	4,811,660	2,488,928	1,436,117	568,888	317,729
\$200-\$399.....	2,295,219	262,356	736,402	678,830	617,631
\$400-\$599.....	1,949,432	41,816	323,956	591,670	991,960
\$600-\$799.....	1,947,069	13,501	130,328	424,905	1,378,335
\$800-\$999.....	1,924,936	6,082	54,978	280,376	1,583,500
\$1,000-\$1,199.....	1,837,635	3,746	26,990	173,879	1,633,920
\$1,200-\$1,399.....	1,666,639	2,575	15,707	111,863	1,536,494
\$1,400-\$1,599.....	1,352,266	1,598	9,825	71,167	1,269,696
\$1,600-\$1,799.....	1,005,597	953	6,199	44,368	954,077
\$1,800-\$1,999.....	857,746	937	5,262	32,558	818,989
\$2,000-\$2,199.....	606,686	1,050	3,329	23,681	578,626
\$2,200-\$2,399.....	417,704	617	2,165	16,840	398,082
\$2,400-\$2,599.....	314,263	755	2,116	8,479	302,913
\$2,600-\$2,799.....	250,583	386	1,462	6,655	242,080
\$2,800-\$2,999.....	185,439	375	3,021	10,207	171,836
\$3,000 and over.....	879,584	40,038	113,136	193,960	532,450
Female					
Total.....	8,697,911	1,485,023	1,314,263	1,291,394	4,607,231
\$1-\$199.....	2,893,664	1,412,101	873,408	375,814	232,341
\$200-\$399.....	1,333,906	59,110	322,907	417,070	533,019
\$400-\$599.....	1,229,292	6,887	76,280	261,916	882,209
\$600-\$799.....	1,194,527	3,162	22,699	128,438	1,040,228
\$800-\$999.....	865,396	1,158	7,729	54,256	802,253
\$1,000-\$1,199.....	1,485,158	605	3,343	24,112	1,457,098
\$1,200-\$1,399.....	1,063,470	266	1,641	11,573	950,029
\$1,400-\$1,599.....	1,066,938	265	868	5,566	1,060,299
\$1,600-\$1,799.....	82,125	99	403	2,857	78,766
\$1,800-\$1,999.....	56,535	81	304	1,879	54,271
\$2,000-\$2,199.....	30,186	97	175	1,099	28,815
\$2,200-\$2,399.....	16,355	35	102	778	15,440
\$2,400-\$2,599.....	11,456	94	104	412	10,846
\$2,600-\$2,799.....	8,453	43	76	279	8,055
\$2,800-\$2,999.....	5,253	15	88	315	4,835
\$3,000 and over.....	22,197	1,065	2,136	4,130	14,866

¹ Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown. See footnote 1, table 6.

Race

In 14 States,⁶ Negro workers represented more than 10 percent of all workers in the State with taxable wages. In Mississippi the percentage was

⁶ Alabama, Arkansas, Delaware, District of Columbia, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee, and Virginia.

Table 10.—Old-age and survivors insurance: Workers with taxable wages in 1938, by number of quarters in which wages were received, by age, and by sex¹

[Corrected to Aug. 15, 1940]

Age (years)	Total	Workers with taxable wages in—			
		One quarter	Two quarters	Three quarters	Four quarters
Total					
Total.....	31,000,389	4,350,734	4,185,286	4,529,720	17,934,649
Under 15.....	43,239	18,287	11,986	6,110	6,856
15-19.....	2,461,241	767,964	595,204	411,539	686,534
20-24.....	5,792,160	981,171	969,920	976,680	2,864,389
25-29.....	5,169,752	656,752	666,941	760,018	3,086,041
30-34.....	4,349,805	474,006	471,827	581,826	2,822,140
35-39.....	3,514,405	309,671	375,575	469,246	2,299,913
40-44.....	3,008,897	310,788	325,042	412,711	1,960,356
45-49.....	2,448,014	255,502	266,357	331,857	1,594,298
50-54.....	1,912,113	205,042	213,147	260,289	1,233,635
55-59.....	1,281,658	143,203	146,455	174,841	817,159
60-64.....	788,460	89,555	89,894	103,244	505,767
65.....	99,774	24,536	23,657	22,084	29,497
66 and over.....	57,872	24,066	13,212	8,392	12,202
Unknown.....	72,999	30,191	16,069	10,883	15,856
Male					
Total.....	22,302,478	2,865,711	2,871,023	3,238,326	13,327,418
Under 15.....	38,276	15,274	10,859	5,661	6,482
15-19.....	1,469,557	432,905	361,406	232,952	419,324
20-24.....	3,594,947	603,071	611,418	615,435	1,755,023
25-29.....	3,557,993	411,655	432,159	516,158	2,197,991
30-34.....	3,166,739	308,064	319,735	418,143	2,129,797
35-39.....	2,640,408	251,803	266,029	350,977	1,771,599
40-44.....	2,326,105	222,850	241,525	319,972	1,541,758
45-49.....	1,958,539	194,365	207,851	267,130	1,289,184
50-54.....	1,587,987	164,785	174,525	217,689	1,030,958
55-59.....	1,088,676	118,676	123,188	149,222	697,590
60-64.....	683,087	76,324	77,560	89,924	439,273
65.....	87,909	22,003	21,085	19,591	25,230
66 and over.....	50,384	21,557	11,641	7,272	10,014
Unknown.....	54,850	22,349	12,136	8,200	12,165
Female					
Total.....	8,697,911	1,485,023	1,314,263	1,291,394	4,607,231
Under 15.....	4,963	3,013	1,127	449	374
15-19.....	994,654	335,059	233,798	158,557	267,210
20-24.....	2,197,213	378,100	358,502	391,245	1,099,366
25-29.....	1,611,759	245,067	234,782	243,860	888,050
30-34.....	1,188,069	165,942	152,092	163,653	701,349
35-39.....	873,997	117,868	109,546	118,266	528,314
40-44.....	682,792	87,938	83,517	92,739	418,598
45-49.....	489,484	61,137	58,506	64,727	305,114
50-54.....	324,126	40,257	38,622	42,600	202,647
55-59.....	192,982	24,527	23,267	25,619	119,569
60-64.....	105,373	13,231	12,328	13,320	66,044
65.....	11,865	2,533	2,572	2,493	4,267
66 and over.....	7,488	2,509	1,671	1,120	2,188
Unknown.....	18,149	7,842	3,933	2,683	3,691

¹ Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown. See footnote 1, table 6.

39, and in Alabama, Louisiana, Florida, and Georgia, 25 or more. In these 14 States as a group, Negro workers comprised 23 percent of the total 5 million workers with taxable wages and had an average taxable wage of \$314; the average for all white workers was \$682. Negro men, who comprised 26 percent of all men with taxable wages in the 14 States, averaged \$336, while Negro women, who were only 13 percent of all women with taxable wages, averaged \$199. The average taxable wage for white men in these States was \$804; for white women, \$401. (See table 8.)

The low percentage of Negroes among women workers can be accounted for partly by the number of Negro women in domestic service, which is not covered by the Federal old-age insurance program. Excluded employment may also partially explain the lower average taxable wage for Negro men, who may frequently supplement taxable wages with earnings from agricultural labor which is excepted.

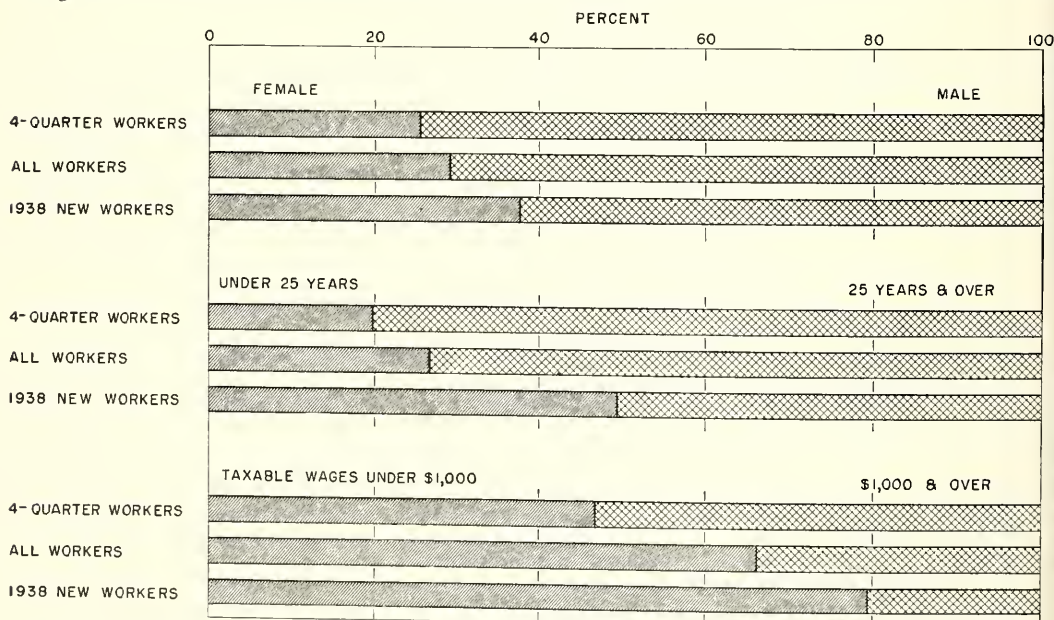
In workers of races other than white or Negro,

Hawaii is most heavily represented with about 79 percent of its workers in this classification. In Alaska, 14 percent of the workers were reported in this group. The average taxable wage for the "other" races in Hawaii was \$477, and in Alaska \$418. White workers in Hawaii averaged \$906 in taxable wages, and in Alaska \$1,016.

Continuity of Covered Employment

Of the 31 million workers with taxable wages in 1938, some 58 percent had wages reported in all 4 quarters of the year, 15 percent had wages in 3 quarters, 13 percent in 2 quarters, and 14 percent in only 1 quarter. (See tables 9 and 10.) Men had more continuous covered employment than women; 60 percent of them had taxable wages in 4 quarters compared to 53 percent for women. Persons in the higher age groups had an apparent advantage over the younger workers in consecutive covered employment. The percentage of men and women in each age group with taxable wages reported in 4 quarters is as follows:

Chart 8.—Old-age and survivors insurance: Percentage distribution of all workers with taxable wages in 1938, of 4-quarter workers, and of workers earning first taxable wages in 1938, by sex, age, and amount of taxable wages ¹



¹ See tables 7, 9, 10, and 11, pp. 54, 57, and 59.

Age (years)	Percent	
	Male	Female
All ages.....	60	53
Under 20.....	28	27
20-24.....	49	50
25-34.....	64	57
35-44.....	67	61
45-54.....	65	62
55-64.....	64	62

The intermittent employment of the group aged less than 20 is shown also by the high percentages with taxable wages in 1 quarter. Of the men in this age group, 30 percent had wages in only 1 quarter; of the women, 34 percent.

Workers with employment in only 1 quarter usually fell in the lower wage intervals; indeed,

Table 11.—Old-age and survivors insurance: Workers with taxable wages in 1938, in both 1937 and 1938, and in 1938 only, and amount of such wages, by age and sex¹

[Corrected to Aug. 15, 1940]

[Wages in thousands ²]

Age (years)	Workers with taxable wages in 1938		Workers with taxable wages in 1937 and 1938				Workers with taxable wages in 1938 only	
	Workers	1938 taxable wages	Workers	Taxable wages			Workers	1938 taxable wages
				1937 and 1938	1937	1938		
Total.....	31,000,389	\$26,173,920	27,048,004	\$53,073,334	\$27,674,604	\$25,398,730	3,952,385	\$775,180
Under 15.....	43,239	2,006	12,686	2,050	900	1,150	30,553	856
15-19.....	2,461,241	520,415	1,386,989	727,552	317,730	409,822	1,074,252	110,592
20-24.....	5,792,160	2,970,211	4,958,092	5,850,882	3,022,392	2,837,489	334,068	132,722
25-29.....	5,169,752	3,997,667	4,646,329	8,118,745	4,226,483	3,892,261	523,423	105,405
30-34.....	4,349,805	4,254,884	3,962,825	8,664,187	4,507,910	4,156,277	386,980	98,607
35-39.....	3,514,405	3,795,489	3,206,710	7,751,388	4,046,547	3,704,841	307,695	90,648
40-44.....	3,008,897	3,413,871	2,766,845	7,019,804	3,681,291	3,338,513	242,052	75,358
45-49.....	2,448,014	2,809,047	2,254,003	5,806,151	3,058,306	2,747,846	194,011	61,202
50-54.....	1,912,113	2,122,450	1,760,110	4,322,176	2,246,923	2,075,253	152,003	47,196
55-59.....	1,281,658	1,371,326	1,174,344	2,846,237	1,509,550	1,336,687	107,314	34,639
60-64.....	788,460	810,930	731,911	1,703,940	905,323	798,617	56,549	12,313
65.....	99,774	68,463	93,251	179,157	113,091	66,066	6,520	2,397
66 and over.....	57,872	20,004	38,357	89,982	22,146	17,835	19,515	2,169
Unknown.....	72,999	17,157	55,549	32,082	16,011	16,072	17,450	1,086
Male								
Total.....	22,302,478	\$21,695,511	19,840,114	\$44,312,572	\$23,190,816	\$21,121,757	2,462,364	\$573,755
Under 15.....	38,276	1,714	11,431	1,723	742	981	26,845	734
15-19.....	1,466,587	319,327	856,445	456,543	202,430	254,113	1,010,142	65,214
20-24.....	3,594,947	2,018,503	3,092,702	4,019,126	2,088,375	1,930,751	502,245	87,751
25-29.....	3,557,993	3,111,370	3,241,664	6,337,366	3,302,615	3,034,751	316,429	76,619
30-34.....	3,166,739	3,323,033	2,935,056	7,206,163	3,757,025	3,449,139	233,683	73,805
35-39.....	2,640,498	3,237,662	2,448,129	6,646,343	3,478,495	3,167,848	192,279	69,814
40-44.....	2,326,105	2,976,234	2,165,582	6,143,924	3,230,176	2,913,747	160,523	62,487
45-49.....	1,958,530	2,494,550	1,821,879	5,178,207	2,733,856	2,444,351	136,651	50,199
50-54.....	1,587,987	1,918,019	1,471,340	3,912,654	2,035,732	1,876,922	116,647	41,097
55-59.....	1,088,676	1,252,808	1,004,093	2,606,900	1,384,564	1,222,336	84,583	30,472
60-64.....	683,087	747,279	636,492	1,574,923	838,127	736,796	46,625	10,483
65.....	87,900	63,200	82,275	166,780	105,028	61,153	5,634	2,047
66 and over.....	50,384	17,771	32,811	85,352	19,706	15,696	17,573	2,125
Unknown.....	54,850	14,041	42,345	26,568	13,346	13,222	12,505	819
Female								
Total.....	8,697,911	\$4,478,409	7,207,890	\$8,760,762	\$4,483,788	\$4,276,974	1,490,021	\$201,435
Under 15.....	4,963	292	1,255	327	158	170	3,708	122
15-19.....	994,654	201,087	530,544	271,010	115,300	155,709	464,110	45,378
20-24.....	2,197,213	951,709	1,865,390	1,840,756	934,018	906,738	331,823	44,971
25-29.....	1,611,759	886,297	1,404,765	1,781,379	923,869	857,510	206,994	28,786
30-34.....	1,183,066	731,881	1,029,769	1,458,024	750,885	707,139	153,297	24,712
35-39.....	933,997	537,827	758,581	1,105,045	568,052	536,993	115,416	20,834
40-44.....	682,732	437,636	601,263	875,880	451,115	424,766	81,529	12,870
45-49.....	489,484	314,498	432,121	627,944	324,450	303,495	57,360	11,003
50-54.....	324,126	204,430	288,770	409,522	211,191	198,331	35,356	6,099
55-59.....	192,982	118,518	170,251	239,338	124,986	114,351	22,731	4,167
60-64.....	105,373	63,651	95,449	129,017	67,197	61,821	9,924	1,830
65.....	11,865	5,263	10,979	12,376	7,463	4,913	886	350
66 and over.....	7,488	2,233	5,546	4,630	2,440	2,189	1,942	44
Unknown.....	18,149	3,117	13,204	5,514	2,664	2,850	4,945	267

¹ Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown. See footnote 1, table 6.

² Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

90 percent of them had less than \$200 a year. It is probable that most of the 41,000 workers in the 1-quarter group with taxable wages of \$3,000 and over are employees who worked 4 quarters of the year but who reached the tax limitation of \$3,000 a year from one employer in 3 months or less.

The 4-quarter workers differ in several particulars from the total body of workers who had covered employment some time in 1938. The 4-quarter group had a slightly higher proportion of men (74 percent) and a lower proportion of

young persons (chart 8, p. 58). Only 4 percent of the 4-quarter group were under 20, while 8 percent of all workers who received taxable wages in 1938 were in that age group.

Reported earnings of the 4-quarter group, as would be expected, were higher than those for all workers. While 25 percent of all workers had taxable wages of less than \$200, only 3 percent of the 4-quarter group were in this wage interval; 66 percent of all workers and 47 percent of the 4-quarter group had less than \$1,000. The contrast between amount of taxable wages for men

Table 12.—*Old-age and survivors insurance: Workers with taxable wages in the fourth quarter*

[Corrected to June 15, 1940; wages in thousands]

State	Total		Mining and quarrying		Contract construction		Manufacturing		Transportation		Communication		Public utilities	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Total.....	21,370,503	\$21,360,916	740,915	\$805,896	1,081,455	\$895,944	9,105,350	\$9,538,884	692,844	\$794,637	348,082	\$454,150	388,589	\$593,761
Alabama.....	271,808	189,813	11,375	7,797	16,650	7,634	134,168	100,410	6,895	3,679	1,218	974	2,642	3,174
Alaska.....	9,537	11,833	2,788	4,833	761	820	2,377	2,119	775	785	39	57	102	133
Arizona.....	61,230	56,156	10,699	13,728	4,975	4,236	7,924	7,418	2,250	1,835	1,068	1,158	1,380	1,864
Arkansas.....	127,032	83,123	8,880	8,138	9,357	3,097	43,370	27,627	3,425	2,242	2,326	2,160	2,858	3,027
California.....	1,271,289	1,413,346	41,033	68,500	85,344	84,495	363,281	432,858	55,226	71,301	31,634	44,485	17,162	26,868
Colorado.....	161,381	148,067	13,123	14,100	9,227	6,870	41,389	42,366	3,682	3,497	5,148	6,057	4,110	5,047
Connecticut.....	423,332	456,502	644	734	21,197	20,335	237,337	251,923	10,464	8,842	8,759	6,582	11,104	8,621
Delaware.....	51,006	53,016	1,260	968	3,500	2,915	25,797	28,541	1,077	1,191	556	706	596	862
District of Columbia.....	134,043	142,948	853	821	10,906	11,205	14,745	18,893	5,486	7,670	4,789	7,110	1,475	2,437
Florida.....	264,358	181,368	2,115	1,454	23,928	15,673	67,640	46,601	12,925	8,310	3,079	2,983	2,560	3,237
Georgia.....	358,661	236,832	2,227	1,311	19,531	8,297	184,297	116,542	8,401	5,462	2,750	3,495	6,967	8,799
Hawaii.....	51,902	43,144	32	28	4,350	3,702	18,756	12,410	2,970	3,346	771	1,005	1,803	2,289
Idaho.....	60,278	50,720	5,119	7,313	4,327	2,966	14,177	12,452	1,735	1,570	1,347	1,158	2,084	2,042
Illinois.....	1,677,038	1,872,323	45,287	44,134	62,733	67,777	741,630	880,779	56,930	78,766	12,098	11,406	51,101	50,101
Indiana.....	559,016	544,216	10,918	10,843	23,747	20,147	281,535	296,515	13,439	14,675	7,096	6,646	11,271	16,286
Iowa.....	290,603	251,893	6,694	4,189	22,752	14,963	94,026	98,896	6,616	6,529	3,729	2,397	6,534	7,897
Kansas.....	191,369	166,319	16,334	13,735	15,470	8,217	43,166	48,297	5,610	5,173	4,707	4,691	4,921	6,343
Kentucky.....	252,227	197,035	46,913	39,573	15,208	8,919	74,263	63,869	9,296	6,551	2,067	1,771	3,945	4,217
Louisiana.....	270,468	211,127	8,310	10,854	18,853	11,604	101,993	84,295	15,725	11,994	1,757	1,352	2,686	2,829
Maine.....	151,354	120,523	315	215	8,273	5,262	80,251	62,559	2,702	2,153	2,656	3,072	3,468	4,220
Maryland.....	328,761	314,138	3,027	2,353	18,764	15,739	145,558	145,555	15,346	17,286	5,446	7,119	6,818	10,452
Massachusetts.....	953,418	979,134	1,325	1,392	39,330	36,789	491,693	496,277	25,055	30,971	19,291	28,207	12,149	19,871
Michigan.....	1,003,367	1,069,613	13,385	14,516	35,531	32,320	541,505	627,779	19,823	19,853	13,154	17,223	14,560	25,335
Minnesota.....	356,827	361,650	7,951	10,060	22,834	17,600	107,897	128,135	11,140	13,468	3,215	2,560	7,123	10,671
Mississippi.....	126,886	72,744	822	520	15,194	4,906	50,090	28,220	3,661	1,427	542	380	2,302	2,237
Missouri.....	609,590	572,449	11,880	9,455	23,990	20,357	239,930	247,118	22,565	25,673	12,210	15,858	16,089	16,089
Montana.....	68,838	69,005	15,462	17,711	4,949	3,394	10,447	11,264	1,458	1,716	1,434	1,490	2,137	3,273
Nebraska.....	133,624	110,943	949	572	10,248	5,933	31,230	31,706	4,688	4,457	3,316	2,762	2,657	3,196
Nevada.....	18,723	20,651	542	6,769	1,700	1,192	1,398	627	733	206	232	424	611	611
New Hampshire.....	101,979	85,159	426	323	5,573	3,967	58,630	49,201	974	834	1,913	2,076	2,541	3,181
New Jersey.....	868,244	973,707	4,362	5,404	34,491	36,591	473,788	536,450	26,067	33,338	14,213	21,263	17,245	29,137
New Mexico.....	41,009	36,104	8,125	10,112	4,921	3,212	4,750	4,470	1,403	1,564	858	718	849	1,902
New York.....	2,953,989	3,460,862	7,652	9,120	126,708	143,391	1,426,977	1,255,531	168,440	66,976	111,291	54,905	101,829	101,829
North Carolina.....	465,976	303,390	2,136	1,349	24,173	11,405	271,269	182,052	7,390	4,993	2,892	2,264	6,039	6,835
North Dakota.....	41,635	33,325	1,011	795	3,091	1,731	6,281	5,335	782	776	492	325	1,338	1,574
Ohio.....	1,301,519	1,407,247	29,865	28,490	45,986	42,384	655,130	765,893	37,197	46,384	19,238	25,900	24,845	38,587
Oklahoma.....	218,808	203,659	23,691	30,483	11,254	6,610	52,965	60,680	7,770	8,104	5,848	5,852	4,875	6,627
Oregon.....	174,973	177,101	1,098	1,089	9,471	6,997	62,423	67,130	8,428	10,715	4,470	6,101	3,927	6,328
Pennsylvania.....	1,908,001	1,986,513	178,874	192,839	71,860	66,802	927,048	994,959	48,638	63,225	25,460	34,906	38,721	61,427
Rhode Island.....	108,911	162,395	271	282	7,137	5,925	107,388	90,879	3,177	3,329	2,704	3,399	3,250	5,198
South Carolina.....	209,672	127,031	1,020	619	14,486	5,642	122,942	74,580	3,152	1,723	1,083	711	2,626	2,943
South Dakota.....	44,564	36,511	2,726	4,555	4,119	1,966	8,188	7,842	884	760	1,024	841	702	751
Tennessee.....	330,802	244,905	17,162	12,446	15,479	8,105	151,374	117,601	6,913	4,971	2,022	1,847	5,639	7,090
Texas.....	772,583	644,237	39,320	54,065	59,113	33,118	195,884	199,439	42,870	40,211	16,702	16,325	18,087	21,365
Utah.....	55,941	70,702	7,979	10,189	16,893	4,333	2,253	2,042	1,958	2,365	1,897	2,013	2,691	2,658
Vermont.....	70,845	44,353	636	663	3,404	2,020	22,538	20,042	855	691	1,701	1,908	1,373	1,596
Virginia.....	338,609	265,003	18,980	17,536	24,885	15,062	128,886	104,374	10,748	8,316	4,941	5,477	6,588	8,673
Washington.....	290,940	300,918	4,250	4,479	18,124	18,082	96,832	108,537	15,395	16,760	6,249	8,555	8,464	8,274
West Virginia.....	205,223	260,355	88,900	90,454	9,322	5,896	72,809	75,764	3,707	3,693	2,956	3,205	6,442	8,985
Wisconsin.....	470,815	502,856	1,361	1,282	25,934	22,928	245,839	275,785	9,604	9,610	10,198	11,057	9,320	14,721
Wyoming.....	33,270	33,948	6,693	9,239	4,900	3,103	5,469	5,420	1,170	1,500	692	697	635	869

See footnotes at end of table.

in the 4-quarter group and for women in the same group is sharp; 37 percent of the men and 76 percent of the women had wages of less than \$1,000; for the entire group, these percentages were 58 for men and 86 for women.

While taxable wages in 4 quarters cannot be interpreted as full-time or steady employment, in general they are probably an indication of greater attachment to covered employment than taxable wages in 3 quarters or less. Among the exceptions are workers who have regular part-time jobs in covered employment while they hold

full-time jobs elsewhere and individuals who received the maximum taxable wages during part of a year in which they were continuously employed.

In the 1938 tabulation there appeared nearly 4 million workers who had not received taxable wages in 1937 (table 11).⁷ Nearly half of them

⁷ Table 1 indicates that 6.3 million applications for account numbers were received in 1938. The difference between this number and the number of workers who first received taxable wages in 1938 may be largely accounted for by multiple account numbers issued, by applications for unemployment compensation purposes, and by applications by WPA workers and others who did not enter covered employment in 1938.

of 1938¹ and total amount of 1938 taxable wages, by industrial divisions,² by States, and by sex³

[Corrected to June 15, 1940; wages in thousands ⁴]

Trade		Finance		Insurance		Real estate		Service		Professional services		Miscellaneous		State
Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	
Total														Total.
5,039,571	\$4,484,354	197,341	\$281,992	385,607	\$567,124	451,746	\$521,373	2,508,622	\$1,998,613	249,664	\$248,723	180,817	\$175,466	
61,301	39,836	1,327	1,656	3,285	4,005	2,592	2,390	23,260	12,019	2,906	2,034	4,189	4,205	Alabama.
1,418	1,779	31	43	21	21	101	115	959	944	64	61	109	114	Alaska.
18,128	16,332	265	388	442	521	632	619	12,101	8,274	965	852	401	383	Arizona.
36,198	23,770	927	1,216	1,025	1,469	1,163	1,045	14,625	7,728	1,623	1,112	1,246	495	Arkansas.
333,470	327,696	10,469	15,721	22,818	32,895	30,633	33,381	240,560	233,433	25,519	26,072	14,120	15,660	California.
50,542	43,144	1,317	1,922	1,861	2,697	2,866	2,963	24,173	16,326	2,402	1,908	1,541	1,194	Colorado.
75,854	77,506	3,873	5,667	15,750	23,639	8,276	10,475	34,333	29,552	4,160	4,305	1,851	2,019	Connecticut.
10,281	9,015	724	1,118	691	1,113	1,723	2,553	4,110	3,078	387	435	340	430	Delaware.
49,129	49,544	1,013	1,501	2,727	3,753	9,172	8,483	27,075	23,413	3,081	3,896	2,902	4,220	District of Columbia.
85,289	58,442	2,139	2,660	3,226	3,750	6,085	5,085	49,724	28,968	3,509	2,995	2,166	1,210	Florida.
81,518	55,533	2,427	2,944	4,775	6,328	4,506	4,491	35,921	19,995	3,716	2,571	1,625	1,064	Georgia.
12,879	11,828	623	1,025	202	274	462	499	7,877	5,633	696	604	451	506	Hawaii.
18,615	14,450	249	351	314	393	472	485	8,818	5,686	858	617	1,913	1,207	Idaho.
406,806	309,821	13,153	19,995	28,447	44,323	42,682	56,316	206,819	181,230	17,089	19,754	14,653	17,923	Illinois.
123,972	103,443	4,740	6,319	7,685	11,419	7,879	9,508	57,406	39,845	4,816	3,983	4,512	4,558	Indiana.
91,586	72,163	3,785	4,904	5,336	7,433	3,736	3,758	59,279	23,756	4,103	3,134	2,517	1,873	Iowa.
62,683	45,586	2,084	3,431	2,521	3,165	3,933	5,036	26,482	15,713	2,984	2,189	964	742	Kansas.
65,749	44,269	2,170	2,674	3,352	4,729	1,993	1,735	23,405	15,485	2,543	2,020	1,443	1,213	Kentucky.
68,789	50,156	2,508	2,989	3,902	5,124	4,135	4,399	35,594	21,832	3,329	3,032	3,317	1,365	Louisiana.
31,750	26,887	1,014	1,410	1,287	1,995	1,183	1,224	12,755	8,678	1,187	889	4,513	1,959	Maine.
75,562	61,725	5,785	7,842	7,306	9,796	6,902	7,163	33,187	24,480	3,149	2,945	1,911	1,685	Maryland.
205,942	203,668	9,182	13,555	20,956	30,371	14,897	17,514	99,987	85,424	9,441	10,436	4,170	4,691	Massachusetts.
211,857	185,652	11,899	16,771	10,688	16,977	13,320	15,400	95,355	75,460	8,312	8,596	13,908	13,732	Michigan.
116,121	108,850	4,089	7,605	10,452	6,443	7,011	52,290	40,001	29,770	5,871	5,253	4,250	3,884	Minnesota.
33,440	22,724	1,211	1,646	1,096	1,375	891	885	14,653	7,047	1,353	873	1,601	493	Mississippi.
165,812	137,746	6,141	8,162	11,001	15,626	12,435	12,589	73,582	53,574	6,504	6,124	3,862	4,118	Missouri.
18,709	17,983	342	501	586	779	1,157	1,206	10,108	7,937	820	771	1,229	981	Montana.
47,499	36,745	1,901	2,434	3,394	4,264	2,223	2,216	22,200	14,342	2,252	1,546	1,067	771	Nebraska.
4,195	4,431	54	79	91	84	333	358	3,948	3,929	358	341	168	148	Nevada.
17,587	14,702	1,185	1,280	1,192	1,745	611	469	9,411	6,225	616	568	1,320	588	New Hampshire.
143,208	146,821	6,674	9,586	24,956	40,806	19,564	21,959	92,250	80,389	7,931	8,439	3,486	3,826	New Jersey.
11,291	9,331	139	216	140	163	462	477	7,194	4,399	552	413	225	287	New Mexico.
649,899	703,666	41,977	65,568	95,215	143,644	121,476	146,408	373,168	367,243	40,395	50,568	16,474	22,712	New York.
106,797	61,408	1,785	2,518	3,386	4,625	2,909	3,075	32,920	19,842	2,916	2,184	1,364	839	North Carolina.
18,805	15,555	603	745	626	681	884	794	6,904	4,393	531	453	207	167	North Dakota.
286,462	265,300	8,805	12,479	17,002	25,718	21,321	25,963	135,538	109,164	11,984	11,727	8,446	9,207	Ohio.
67,099	49,963	2,055	2,710	3,325	3,118	4,580	5,227	31,058	20,362	3,620	2,955	1,108	1,088	Oklahoma.
23,830	21,086	920	1,269	750	1,143	1,285	1,475	9,344	6,775	944	696	2,282	7,724	Oregon.
352,311	312,215	16,372	22,769	26,728	43,131	36,081	44,778	156,553	126,778	15,240	16,223	13,502	13,460	Pennsylvania.
35,145	31,352	962	1,349	2,001	3,355	2,702	4,473	14,369	11,260	1,102	1,188	703	696	Rhode Island.
41,520	25,665	920	1,208	3,664	4,114	844	829	15,177	7,463	1,456	1,080	782	364	South Carolina.
17,853	13,595	458	590	728	790	434	367	6,646	3,809	657	497	145	147	South Dakota.
81,835	50,422	2,125	2,611	4,267	5,719	3,301	3,079	34,653	19,907	4,806	4,156	1,226	952	Tennessee.
230,459	162,716	6,214	7,728	10,102	11,455	11,812	12,847	125,720	171,040	12,967	10,923	3,553	2,959	Texas.
23,830	21,086	920	1,269	750	1,143	1,285	1,475	9,344	6,775	944	696	2,282	7,724	Utah.
12,088	10,617	502	703	895	1,335	297	259	5,377	3,633	418	287	796	481	Vermont.
89,667	62,776	1,936	2,682	4,849	6,582	7,542	8,469	33,181	20,560	4,091	3,215	2,372	1,280	Virginia.
80,972	76,930	1,850	2,612	3,987	5,624	6,998	6,907	37,406	32,013	3,846	3,712	9,537	8,426	Washington.
45,638	40,301	1,181	1,554	1,912	2,831	8,395	10,178	17,870	12,544	3,052	2,554	3,139	2,394	West Virginia.
108,418	101,683	4,176	6,040	6,386	9,577	4,557	5,280	45,209	35,977	5,191	4,576	4,942	4,340	Wisconsin.
8,341	7,868	184	281	121	79	468	809	4,589	3,280	425	318	483	476	Wyoming.

were under 25 years of age and 38 percent were women. Their wages were not large; the average for the entire group was \$196; men averaged \$233 and women, \$135. For the 1.1 million workers under 20, the average wage reported was only \$101.

Industry

Workers employed in the fourth quarter of 1938 have been classified according to the industrial division in which they received wages in that

quarter, and their wages for the entire year have been assigned to that division. The limitations of these data, however, preclude extensive analyses. Included in the 1938 wages are some received in 1937 but posted to individual accounts after May 12, 1939;⁸ consequently, the average wage computed from these figures would be higher than that computed from 1938 wages only. The seasonal factor must also be considered. Since

⁸ As indicated earlier (p. 51), these data were not corrected for carry-over.

Table 12.—Old-age and survivors insurance: Workers with taxable wages in the fourth quarter of 1938¹

[Corrected to June 15, 1940; wages in thousands ⁴]

State	Total ⁵		Mining and quarrying		Contract construction		Manufacturing		Transportation		Communication		Public utilities	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Total	15,396,192	\$17,564,137	724,947	\$790,088	1,055,591	\$875,343	6,679,062	\$8,007,981	650,827	\$759,090	164,625	\$263,783	339,683	\$539,395
Male														
Alabama.....	216,378	165,615	11,256	7,699	15,355	6,989	112,894	90,664	6,616	3,516	850	680	2,360	2,908
Alaska.....	8,251	41,007	2,730	4,757	754	812	1,986	1,961	747	765	21	39	91	126
Arizona.....	49,390	49,847	10,499	13,093	4,913	4,199	7,316	7,014	2,136	1,771	549	763	1,245	1,718
Arkansas.....	102,064	73,061	8,700	7,989	9,285	3,061	38,522	25,873	3,316	2,174	980	1,157	2,582	2,791
California.....	912,437	1,156,896	38,726	65,398	82,937	82,563	278,166	375,989	49,626	67,302	14,602	25,984	14,968	24,271
Colorado.....	119,095	124,144	12,904	13,898	9,092	6,773	34,638	38,155	3,474	3,318	2,499	3,780	3,742	4,698
Connecticut.....	296,522	366,538	621	709	20,692	19,880	164,387	203,795	8,164	10,094	2,802	5,387	5,013	9,855
Delaware.....	36,185	45,369	840	748	3,451	2,862	18,309	23,410	1,028	1,146	272	537	496	703
District of Columbia.....	92,446	110,418	799	702	10,727	10,957	16,700	16,232	7,377	7,377	2,114	3,649	1,342	2,249
Florida.....	195,749	151,519	2,049	1,422	23,340	15,219	50,507	39,771	12,007	7,891	2,103	2,120	2,339	2,995
Georgia.....	246,838	187,436	2,188	1,277	19,213	8,067	122,263	89,647	8,022	5,222	1,942	2,551	6,256	8,086
Hawaii.....	40,728	37,487	31	27	4,305	3,672	15,348	11,035	2,849	3,207	532	783	1,692	2,163
Idaho.....	47,134	44,758	5,040	7,244	4,478	2,964	13,002	11,870	1,661	1,494	668	666	1,906	1,884
Illinois.....	1,388,981	1,529,251	44,691	45,502	61,089	66,138	541,799	736,562	53,703	75,180	6,910	7,374	24,912	46,855
Indiana.....	413,819	466,519	10,769	10,711	29,164	19,729	218,112	288,577	12,701	14,085	3,538	4,087	9,738	14,497
Iowa.....	212,219	210,545	6,441	4,135	22,368	14,704	73,770	86,901	6,272	6,272	2,038	1,491	5,530	7,133
Kansas.....	146,467	144,341	15,059	17,457	15,261	8,096	36,338	44,017	5,275	4,985	1,944	2,587	4,301	5,817
Kentucky.....	197,177	170,556	46,339	39,166	14,972	8,729	54,541	54,393	8,316	6,263	999	976	3,546	3,853
Louisiana.....	217,523	186,540	7,983	10,552	18,614	11,431	87,000	77,840	15,153	11,086	1,359	1,045	2,447	2,338
Maine.....	105,762	97,659	306	208	8,112	5,157	54,327	50,231	2,618	2,082	1,036	1,744	3,073	3,825
Maryland.....	237,307	261,575	2,986	2,319	18,395	15,479	104,374	123,369	14,654	16,684	2,169	3,795	6,011	9,566
Massachusetts.....	634,544	765,224	1,256	1,325	38,074	35,699	324,104	391,380	22,787	29,014	8,086	15,697	10,401	17,959
Michigan.....	765,354	921,362	13,062	14,204	34,632	31,571	459,497	571,564	18,745	18,857	6,343	10,290	12,587	22,977
Minnesota.....	251,210	293,460	7,819	9,914	22,345	17,233	82,457	108,107	10,442	12,880	1,849	1,538	6,227	9,681
Mississippi.....	98,200	61,803	785	496	14,981	4,838	38,960	24,361	3,346	1,365	445	300	2,064	2,038
Missouri.....	406,332	454,771	11,637	9,211	23,319	19,781	163,136	200,153	21,059	24,470	5,448	9,323	9,058	14,388
Montana.....	95,076	60,778	15,284	17,537	4,916	3,379	9,359	10,532	1,363	1,645	699	896	1,910	3,049
Nebraska.....	95,156	91,379	10,054	5,789	25,159	5,789	25,159	28,207	4,464	4,289	1,768	1,886	2,274	2,886
Nevada.....	15,570	18,566	5,303	6,673	1,673	1,518	1,018	5,293	572	699	138	65	377	564
New Hampshire.....	60,783	67,169	412	312	5,459	3,893	38,786	37,852	922	799	845	1,192	2,237	2,889
New Jersey.....	596,600	789,297	4,039	5,111	33,464	35,726	316,707	435,420	24,755	32,023	5,634	11,110	15,199	26,912
New Mexico.....	33,736	32,761	7,996	9,999	4,874	3,186	4,325	4,288	1,360	1,482	386	410	760	829
New York.....	1,994,296	2,694,466	6,877	8,286	122,299	139,312	876,422	1,113,702	117,919	160,412	31,823	62,832	46,780	90,397
North Carolina.....	309,375	233,427	2,027	1,308	23,840	11,169	176,422	133,175	7,155	4,800	1,469	5,645	6,424	7,404
North Dakota.....	30,777	28,155	1,169	780	3,035	1,694	4,325	4,325	736	736	298	219	1,174	1,449
Ohio.....	971,425	1,191,162	28,856	27,653	44,671	41,327	524,781	674,718	35,483	44,726	8,757	14,992	21,376	34,982
Oklahoma.....	168,768	177,131	22,657	29,113	11,063	6,466	46,739	56,673	7,365	7,807	2,888	3,007	4,264	6,006
Oregon.....	311,378	150,490	1,062	1,066	9,298	6,889	53,097	61,750	7,871	10,258	2,605	4,268	3,351	5,758
Pennsylvania.....	1,396,845	1,608,877	177,477	191,037	69,959	65,241	675,799	837,869	45,992	60,654	11,328	20,929	33,831	56,108
Rhode Island.....	117,250	124,077	262	270	6,967	5,795	64,667	66,625	3,045	3,212	809	1,410	2,831	4,741
South Carolina.....	149,463	101,773	1,009	607	14,322	5,544	83,778	57,209	3,041	1,644	751	496	2,450	2,784
South Dakota.....	32,979	31,165	2,685	4,517	4,067	1,941	6,558	7,031	811	1,745	506	518	583	671
Tennessee.....	239,999	200,661	16,955	12,284	15,258	7,963	108,580	96,196	6,593	4,724	1,235	1,163	5,027	6,493
Texas.....	597,626	561,541	37,944	52,482	58,385	32,647	164,521	184,178	41,316	38,996	7,899	9,414	16,249	19,743
Utah.....	55,737	61,145	7,870	10,086	4,285	3,193	15,030	16,053	1,870	2,283	712	1,096	2,455	2,479
Vermont.....	38,577	37,732	524	638	3,360	2,021	18,155	17,828	815	667	878	1,371	1,175	1,420
Virginia.....	247,949	220,449	18,790	17,378	24,472	14,750	93,767	85,533	10,407	8,042	2,350	3,156	5,980	8,060
Washington.....	213,730	253,970	3,920	4,340	17,486	17,801	51,669	99,824	13,261	15,669	2,836	3,008	4,707	7,890
West Virginia.....	221,762	236,017	87,662	89,541	9,203	5,822	58,383	67,167	3,590	3,567	1,867	1,826	5,879	8,420
Wisconsin.....	347,021	421,399	1,813	1,244	25,059	22,497	187,757	241,422	9,777	9,236	4,486	6,149	7,966	13,222
Wyoming.....	27,202	30,796	6,544	9,138	3,963	3,078	4,908	5,062	1,127	1,466	338	441	583	822

See footnotes at end of table.

the data apply only to workers who received taxable wages in the fourth quarter, the tabulation excludes many workers who had wages only in some other part of the year; data for States or industries which exhibit a pronounced seasonal movement are therefore distorted. Furthermore, the tabulation allocates all wages for the year to the State and industry in which wages were received in the fourth quarter.

The fourth-quarter workers as a group are

similar to all 1938 workers in that 72 percent of their number were men. There is considerable variation in this percentage among the industrial divisions. (See table 12.) Men constituted more than 90 percent of the workers in three divisions—mining and quarrying, construction, and transportation—and 87 percent of the workers in public utilities. In trade, service, insurance, communication, and professional services, less than 65 percent of the workers were men.

and total amount of 1938 taxable wages, by industrial divisions,² by States, and by sex³—Continued

[Corrected to June 15, 1940; wages in thousands⁴]

Trade		Finance		Insurance		Real estate		Service		Professional services		Miscellaneous		State
Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	
Male														Total.
3,268,780	\$3,547,896	133,952	\$216,747	217,594	\$395,735	330,881	\$426,171	1,613,860	\$1,497,170	79,256	\$103,530	137,134	\$141,207	
42,110	32,920	911	1,331	2,485	3,364	1,911	1,972	15,087	9,030	932	865	3,611	3,708	Alabama.
1,144	1,582	21	48	9	18	90	106	626	659	28	19	104	114	Alaska.
13,163	13,055	173	297	227	327	411	473	8,140	6,468	295	336	323	332	Arizona.
25,042	20,245	642	988	624	1,129	824	857	10,032	5,980	374	382	1,141	434	Arkansas.
215,785	256,711	7,017	11,857	11,639	21,094	20,911	25,067	161,056	178,626	7,979	10,058	9,025	11,976	California.
33,203	34,757	809	1,397	964	1,922	2,023	2,366	14,180	11,472	536	598	1,031	1,007	Colorado.
51,850	63,266	2,551	4,128	7,455	14,457	6,071	8,381	24,106	23,337	1,368	1,687	1,302	1,561	Connecticut.
6,853	7,297	502	875	500	941	1,195	2,026	2,377	2,211	115	173	267	374	Delaware.
31,945	38,571	643	1,052	1,463	2,403	6,946	6,640	17,223	16,168	1,016	1,537	1,359	2,264	District of Columbia.
60,159	48,642	1,475	2,068	1,966	2,821	4,371	4,011	32,530	22,466	1,001	1,071	1,902	1,023	Florida.
53,068	44,804	1,675	2,340	2,907	4,642	3,381	3,719	23,543	15,318	978	861	1,402	902	Georgia.
9,245	10,096	458	803	110	187	364	422	5,197	4,440	228	247	369	405	Hawaii.
12,888	12,221	169	275	161	293	299	306	5,043	4,157	186	190	1,733	1,144	Idaho.
255,769	307,018	8,779	15,149	15,852	30,882	29,598	45,839	130,258	133,631	5,678	8,782	9,693	13,359	Illinois.
82,040	83,066	2,804	4,338	4,531	8,453	5,814	8,059	35,167	29,375	1,168	1,453	3,243	3,389	Indiana.
61,899	59,022	2,467	3,762	2,683	4,808	2,743	3,096	23,111	16,764	858	922	1,841	1,535	Iowa.
44,170	38,484	1,842	2,706	1,478	2,389	3,181	4,526	16,191	11,822	816	893	611	562	Kansas.
46,630	36,650	1,454	2,091	2,121	3,652	1,535	1,412	14,827	11,562	752	765	1,145	1,042	Kentucky.
48,301	41,208	1,637	2,354	2,740	4,155	3,489	3,926	24,339	17,577	1,462	1,730	2,999	1,205	Louisiana.
21,682	22,309	629	1,055	757	1,498	1,068	965	7,764	6,354	248	248	2,466	1,879	Maine.
49,734	49,011	3,640	5,807	4,283	7,078	5,851	6,394	22,585	19,279	1,202	1,364	1,423	1,440	Maryland.
133,875	159,801	5,887	9,805	10,434	19,756	11,796	14,898	62,358	62,555	2,731	3,896	2,755	3,442	Massachusetts.
125,581	143,665	8,503	13,391	5,948	12,109	8,689	11,838	57,083	54,860	2,368	3,560	12,316	12,445	Michigan.
75,631	85,561	2,702	4,422	3,785	6,753	4,565	5,540	28,378	26,641	1,485	1,840	3,525	3,351	Minnesota.
23,787	19,117	817	1,293	679	1,033	642	721	10,010	5,526	345	285	1,339	430	Mississippi.
103,249	105,335	4,067	6,286	6,392	11,155	8,752	9,898	45,407	38,716	2,208	2,814	2,570	3,241	Missouri.
13,052	14,949	232	402	267	529	829	969	5,922	5,725	170	240	1,033	905	Montana.
32,847	30,056	1,287	1,937	1,608	2,567	1,410	1,678	13,398	10,585	332	332	771	608	Nebraska.
3,151	3,783	30	60	37	59	208	257	2,763	3,198	177	167	122	100	Nevada.
11,915	12,236	946	1,051	644	1,225	476	355	5,775	4,599	174	196	1,192	539	New Hampshire.
99,003	121,613	4,932	7,743	13,673	28,936	12,761	16,911	60,424	61,130	2,471	3,349	2,638	3,314	New Jersey.
8,367	8,181	92	170	71	106	264	389	4,713	3,431	173	146	255	243	New Mexico.
407,826	534,763	29,965	50,814	53,986	96,961	91,398	120,764	253,474	278,639	14,386	22,019	10,431	15,564	New York.
62,589	49,937	1,195	1,963	2,293	3,653	2,359	2,634	22,230	15,575	728	710	1,081	614	North Carolina.
14,115	13,462	409	599	287	452	749	667	3,946	3,108	101	155	133	131	North Dakota.
181,863	209,455	5,196	9,146	10,172	19,126	16,321	22,063	84,929	80,747	3,725	4,948	5,785	7,349	Ohio.
45,439	41,606	1,373	2,087	1,247	2,130	3,387	4,437	21,112	15,851	1,078	1,268	860	679	Oklahoma.
29,298	35,696	557	911	856	1,494	1,513	1,640	13,245	12,632	785	967	7,840	7,161	Oregon.
214,476	239,052	11,824	18,108	17,233	33,508	25,288	32,946	98,010	94,141	5,759	7,987	10,299	11,360	Pennsylvania.
23,318	24,690	599	960	1,194	2,447	2,270	3,961	10,334	8,849	425	558	529	560	Rhode Island.
28,233	21,736	626	987	2,668	3,378	651	682	10,675	5,920	520	452	739	325	South Carolina.
12,807	11,494	335	500	451	580	814	260	3,619	122,624	147	117	117	130	South Dakota.
54,638	45,172	1,365	1,969	2,527	4,184	2,619	4,407	22,974	15,019	2,022	2,188	861	628	Tennessee.
158,578	135,413	3,998	5,917	5,406	7,599	9,117	11,058	86,331	56,283	4,963	5,474	2,925	2,335	Texas.
15,995	17,482	352	671	423	864	926	1,244	5,915	5,129	237	276	237	289	Utah.
8,563	8,986	288	496	468	893	235	215	3,217	2,692	77	62	722	437	Vermont.
57,152	50,448	1,314	2,137	3,228	5,153	6,096	7,508	21,134	15,640	1,258	1,242	2,001	1,077	Virginia.
50,796	61,090	1,140	1,936	2,014	3,766	3,706	4,725	22,291	22,978	1,022	1,406	8,458	7,746	Washington.
30,669	33,658	721	1,144	1,331	2,303	7,891	9,739	11,336	9,489	973	1,102	2,737	2,239	West Virginia.
69,899	81,654	2,740	4,689	3,282	6,449	2,931	4,044	27,456	25,767	1,140	1,457	3,815	3,570	Wisconsin.
6,063	6,810	132	231	39	54	347	721	2,749	2,425	81	104	388	443	Wyoming.

Within each industry, the average taxable wage for men was higher than that for women. This difference was particularly marked in trade, in which many women work part time during the Christmas season. In manufacturing, too, there is a marked differential. The average taxable

wage for women was closest to that of men in construction, mining and quarrying, transportation, and public utilities—the industrial divisions in which women were least numerous.

This classification of workers provides data heretofore not available on the volume of em-

Table 12.—*Old-age and survivors insurance: Workers with taxable wages in the fourth quarter of 1938¹*

[Corrected to June 15, 1940; wages in thousands ²]

State	Total ¹		Mining and quarrying		Contract construction		Manufacturing		Transportation		Communication		Public utilities	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Female														
Total.....	5,974,311	\$3,796,779	15,968	\$15,808	25,864	\$20,601	2,426,288	\$1,530,902	42,017	\$35,547	183,457	\$190,367	48,906	\$54,366
Alabama.....	55,430	24,168	119	99	1,295	645	21,274	9,746	279	163	368	293	282	266
Alaska.....	1,286	827	58	76	7	7	391	158	28	20	18	19	11	7
Arizona.....	11,840	6,309	200	185	62	37	608	404	114	64	519	335	135	145
Arkansas.....	24,968	10,063	180	149	72	36	4,837	1,066	67	1,246	1,002	276	226	236
California.....	351,832	256,450	2,307	3,102	2,407	1,932	85,115	56,849	5,600	3,969	17,032	18,501	2,194	2,597
Colorado.....	42,286	23,923	219	202	135	103	6,751	4,150	208	179	2,649	2,277	368	348
Connecticut.....	127,810	89,965	23	26	505	455	72,950	48,128	469	391	3,040	3,372	969	1,249
Delaware.....	14,821	9,646	420	219	69	53	7,488	5,131	49	45	278	259	100	100
District of Columbia.....	41,897	32,530	54	30	269	249	3,108	2,133	254	293	2,675	3,462	133	188
Florida.....	68,609	29,849	66	32	588	454	17,133	6,830	918	419	976	864	221	241
Georgia.....	111,823	49,396	39	34	318	230	62,034	26,895	379	239	808	944	711	713
Hawaii.....	13,174	5,661	1	1	45	29	3,438	1,375	121	139	239	222	111	125
Idaho.....	13,144	5,962	79	69	49	31	1,175	582	124	77	779	502	178	158
Illinois.....	488,057	343,073	596	632	1,694	1,640	199,831	144,217	3,227	3,586	5,188	4,032	3,599	4,266
Indiana.....	146,197	83,697	149	132	583	418	63,393	37,938	738	590	3,558	2,559	1,533	1,489
Iowa.....	78,474	41,347	53	55	384	259	20,256	11,995	344	257	1,691	906	1,004	764
Kansas.....	44,902	21,978	275	278	209	121	6,768	4,280	335	187	2,820	2,104	620	526
Kentucky.....	55,050	26,479	574	407	236	189	19,662	9,476	980	287	1,008	704	369	364
Louisiana.....	52,975	24,586	327	302	239	170	14,593	6,455	572	508	398	308	239	191
Maine.....	45,592	22,865	9	7	161	105	25,924	12,328	84	71	1,621	1,328	395	395
Maryland.....	91,454	52,563	41	34	369	259	41,184	22,185	692	601	3,277	3,324	807	895
Massachusetts.....	318,574	213,910	69	68	1,256	1,089	167,589	104,897	2,268	1,957	11,205	12,509	1,748	1,911
Michigan.....	238,013	148,251	323	311	749	749	82,008	56,215	1,075	965	6,511	6,933	1,973	2,358
Minnesota.....	105,617	68,190	132	146	489	370	25,440	18,029	698	588	1,868	1,021	898	960
Mississippi.....	28,686	10,940	37	24	213	68	11,130	3,869	315	62	97	80	238	198
Missouri.....	194,267	117,678	243	245	680	576	76,794	46,965	1,526	1,203	6,762	6,504	1,600	1,701
Montana.....	13,762	8,227	178	174	33	14	1,088	712	95	70	765	594	227	224
Nebraska.....	37,468	19,571	25	22	194	144	6,211	3,499	224	168	1,548	876	383	310
Nevada.....	3,153	2,085	124	96	26	19	174	105	55	34	68	66	47	47
New Hampshire.....	32,196	17,991	14	11	114	73	19,844	11,349	52	35	1,068	884	304	292
New Jersey.....	271,644	184,410	323	291	1,027	865	157,081	101,030	1,312	1,315	8,579	10,153	2,046	2,220
New Mexico.....	7,273	3,343	129	113	47	25	425	182	43	22	472	308	89	73
New York.....	950,693	766,396	775	833	4,409	4,078	426,481	313,275	7,612	8,028	35,153	48,458	8,125	11,432
North Carolina.....	156,601	69,963	109	46	333	236	94,847	48,877	255	192	1,064	795	391	412
North Dakota.....	10,558	5,139	22	15	56	37	1,656	638	46	34	194	106	164	125
Ohio.....	339,094	216,085	1,009	837	1,315	1,057	130,349	94,176	1,714	1,658	10,451	10,908	3,469	3,065
Oklahoma.....	50,040	26,528	1,034	1,370	101	144	6,216	4,007	405	297	3,400	2,841	611	621
Oregon.....	43,595	26,610	36	23	173	108	9,326	6,379	557	457	1,865	1,376	570	570
Pennsylvania.....	511,156	317,636	1,827	1,802	1,901	1,561	251,862	154,150	2,646	2,571	14,132	13,981	4,890	5,319
Rhode Island.....	63,661	38,317	9	13	170	131	42,721	23,964	132	117	1,895	1,939	419	457
South Carolina.....	60,209	25,258	11	12	164	99	39,164	17,461	111	79	332	215	176	159
South Dakota.....	11,585	5,346	41	38	52	24	1,630	811	69	45	518	323	119	79
Tennessee.....	90,803	44,244	207	161	221	144	42,704	21,405	320	246	787	684	612	597
Texas.....	174,957	82,696	1,376	1,582	728	471	30,863	15,311	1,554	1,214	8,808	6,911	1,838	1,622
Utah.....	20,144	9,557	109	103	48	29	4,988	1,822	88	83	1,185	917	206	179
Vermont.....	12,368	6,621	12	15	44	29	4,383	2,214	40	24	888	628	198	177
Virginia.....	90,720	41,554	190	159	416	306	35,119	18,521	341	274	2,591	2,321	608	613
Washington.....	77,210	46,948	360	159	278	197	15,103	8,713	2,190	1,091	3,413	3,377	697	693
West Virginia.....	43,461	24,338	1,238	913	119	77	14,426	8,597	177	126	1,589	1,379	563	565
Wisconsin.....	123,794	81,456	68	39	535	431	48,082	34,363	427	374	5,712	4,908	1,354	1,499
Wyoming.....	6,068	3,152	149	121	37	25	561	358	43	34	354	256	52	47

¹ Workers with taxable wages in the fourth quarter of 1938 represent 77 percent of all workers in the 1938 basic tabulation, and their total 1938 taxable wages represent 89 percent of all wages in that tabulation. See footnote 3.

² Workers in the fourth quarter and their taxable wages for the year assigned to industrial division and State in which they were employed in fourth quarter. Workers in multi-industry employing organizations allocated to State

primary industry as determined by largest number of workers in all employing organizations in the State engaged in the same combination of industries.

³ Data derived from basic tabulation without adjustment for 1937 and 1938 carry-over. The basic tabulation includes for all 4 quarters of 1938 taxable wages identified for posting to individual accounts through May 12, 1939, plus all 1937 taxable wages identified for posting after July 9, 1938, and through

ployment in the Nation's industries during a given period. Comparisons of data for the industries or for the several States may be made, however, only with full regard for the varying operation of seasonal factors. All comparisons of wages must

take account, further, of the fact that the annual amounts here tabulated include some 1937 wage items and that the amounts given represent the wages only of workers who were employed in the fourth quarter of 1938.

and total amount of 1938 taxable wages, by industrial divisions,² by States, and by sex³—Continued

[Corrected to June 15, 1940; wages in thousands⁴]

Trade		Finance		Insurance		Real estate		Service		Professional services		Miscellaneous		State
Workers	Taxable wages	Work-ers	Taxable wages	Work-ers	Taxable wages	Work-ers	Taxable wages	Workers	Taxable wages	Work-ers	Taxable wages	Work-ers	Taxable wages	
Female														
1,770,791	\$936,458	63,389	\$65,245	168,013	\$171,389	120,865	\$95,201	894,662	\$501,443	170,408	\$145,193	43,683	\$34,259	Total.
19,191	6,916	416	325	800	642	681	418	8,173	2,990	1,974	1,169	578	497	Alabama.
274	197	10	15	4	3	11	9	433	285	36	32	5	1	Alaska.
4,965	2,276	92	91	215	194	221	146	3,961	1,806	670	515	78	51	Arizona.
11,156	3,525	285	227	401	339	339	188	4,593	1,748	1,249	730	105	61	Arkansas.
117,085	70,985	3,452	3,152	11,179	11,801	9,742	8,315	79,604	54,807	17,540	16,014	5,095	3,684	California.
17,339	8,387	508	525	897	775	843	627	9,993	4,854	1,866	1,310	510	187	Colorado.
24,464	14,240	1,322	1,539	8,295	9,182	2,205	2,063	10,227	6,215	2,792	2,618	549	458	Connecticut.
3,398	1,718	222	243	191	172	528	527	1,733	866	272	262	73	51	Delaware.
17,184	10,973	370	449	1,264	1,350	2,226	1,813	10,452	7,244	2,065	2,361	1,543	1,956	District of Columbia.
25,130	9,800	664	592	1,260	930	1,687	1,075	17,194	6,502	2,508	1,924	264	187	Florida.
28,450	10,729	752	604	1,868	1,686	1,125	772	12,378	4,677	2,738	1,710	223	162	Georgia.
3,634	1,732	165	92	77	98	77	2,880	1,193	468	358	82	100	100	Hawaii.
5,727	2,229	80	76	153	100	173	118	3,775	1,528	672	428	180	63	Idaho.
151,037	92,803	4,374	4,846	12,795	13,411	12,754	10,477	76,561	47,599	11,411	10,972	4,960	4,564	Illinois.
41,032	20,377	1,936	1,781	3,154	2,966	2,065	1,449	22,239	10,469	3,648	2,530	1,269	999	Indiana.
29,687	13,141	1,318	1,142	2,653	2,625	965	661	16,168	6,992	3,245	2,212	676	338	Iowa.
18,413	7,102	842	726	1,043	776	752	510	10,298	3,891	2,168	1,296	353	180	Kansas.
19,119	7,629	716	583	1,531	1,076	458	322	8,578	3,924	1,791	1,255	298	172	Kentucky.
20,488	8,858	871	636	1,162	969	646	474	11,255	4,255	1,867	1,302	318	160	Louisiana.
10,068	4,578	385	355	530	497	218	156	4,991	2,324	939	641	267	80	Maine.
25,828	12,714	2,145	2,035	3,023	2,718	1,051	770	10,602	5,202	1,947	1,581	488	245	Maryland.
72,067	43,867	3,295	3,750	10,522	10,619	3,101	2,615	37,629	22,869	6,710	6,540	1,415	1,219	Massachusetts.
86,276	41,987	3,396	3,380	4,740	4,868	4,641	3,562	38,272	20,600	5,944	5,036	1,652	1,287	Michigan.
40,490	23,290	1,383	1,282	3,820	3,698	1,878	1,471	23,912	13,360	4,386	3,413	725	533	Minnesota.
9,653	3,607	394	354	417	342	249	164	4,643	1,522	1,038	689	262	62	Mississippi.
62,563	32,412	2,044	1,866	4,609	4,471	3,683	2,691	28,175	14,857	4,296	3,311	1,262	877	Missouri.
5,657	3,034	110	100	319	230	328	237	4,116	2,213	650	530	166	76	Montana.
14,652	6,689	614	497	1,786	1,690	813	538	8,862	3,756	1,920	1,214	296	162	Nebraska.
1,044	648	24	20	54	25	125	101	1,185	731	181	174	46	18	Nevada.
5,672	2,466	239	229	548	520	135	84	3,636	1,626	412	372	128	49	New Hampshire.
43,305	25,209	1,742	1,843	11,283	11,570	6,803	5,048	31,835	19,259	5,460	5,091	848	512	New Jersey.
2,924	1,150	47	46	69	56	98	88	2,481	968	379	267	70	44	New Mexico.
242,073	168,904	12,012	14,754	41,229	46,688	30,078	25,644	119,694	88,604	26,009	28,550	6,043	7,148	New York.
44,208	11,471	590	555	1,093	972	550	441	10,690	4,267	2,188	1,474	283	225	North Carolina.
4,690	2,093	194	146	239	229	135	97	2,958	1,285	430	298	74	36	North Dakota.
105,099	55,925	3,309	3,332	6,830	6,592	5,000	3,930	50,609	23,417	8,259	6,780	2,651	1,867	Ohio.
82,638	41,657	2,682	2,623	8,982	9,087	1,193	790	10,546	4,510	2,542	1,687	448	291	Oklahoma.
16,244	8,912	363	347	1,037	921	882	680	8,938	5,139	2,156	1,678	1,442	562	Oregon.
137,835	73,163	4,548	4,661	9,495	9,623	10,793	7,832	58,543	32,638	9,481	8,236	3,203	2,100	Pennsylvania.
11,827	6,661	363	389	807	908	432	513	4,035	2,411	677	630	174	136	Rhode Island.
13,287	3,929	294	221	996	736	193	137	4,502	1,543	686	628	43	39	South Carolina.
5,646	2,101	123	91	277	210	120	71	3,027	1,186	535	350	28	17	South Dakota.
27,152	11,251	760	642	1,740	1,535	682	471	12,379	4,888	2,784	1,968	365	254	Tennessee.
71,861	27,302	2,216	1,811	4,696	3,856	2,695	1,789	39,389	14,763	8,004	5,450	928	615	Texas.
8,425	3,604	228	195	327	279	359	232	3,429	1,646	663	420	89	49	Utah.
3,525	1,630	214	207	427	442	62	44	2,160	941	341	225	74	45	Vermont.
32,515	12,328	622	545	1,621	1,429	1,446	961	12,047	4,920	2,833	1,973	371	203	Virginia.
30,176	15,839	710	676	1,973	1,858	3,292	2,183	15,115	9,035	2,824	2,306	1,079	680	Washington.
14,609	6,643	400	409	551	528	504	439	6,534	3,055	2,079	1,453	322	150	West Virginia.
38,519	20,028	1,436	1,351	3,104	3,128	1,626	1,236	17,753	10,210	4,051	3,120	1,127	770	Wisconsin.
2,838	1,048	52	49	82	25	121	88	1,840	854	344	214	95	32	Wyoming.

May 12, 1939, and the workers for whom they were reported. The 1937 taxable wages amounted to \$1,604,981,112 and were paid to 4,278,915 workers of whom an estimated 745,087 were reported for 1937 but not for 1938. The 1938 wages identified for posting to individual accounts through May 12, 1939, and the workers for whom these wages were reported represented 96 percent of the respective estimated totals for the year.

⁴ Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

⁵ Excludes 2,253,413 workers whose returns did not carry industrial codes at time of tabulation or whose sex was unknown, and their taxable wages of \$2,256,538,671.

Employment and Pay Rolls, 1939

EMPLOYERS subject to the provisions for Federal old-age and survivors insurance are required to report to the Bureau of Internal Revenue the names, account numbers, and taxable wages paid to employees who are covered by the program. These reports made in connection with quarterly tax returns are transmitted to the Social Security Board in order that the wages received by all covered workers may be recorded in their individual accounts. Individual wages are posted to employee accounts only once a year, after reports for all calendar quarters have been received. Certain summary data are, however, compiled each quarter from total figures reported by employers, to give an indication of the number of workers engaged in covered employment at the end of the quarter, total taxable pay rolls for the quarter, and the number of employing organizations reporting taxable pay rolls, each classified according to size of employing organization and industry. Whereas the latest wage-record data available for presentation in this volume relate to 1938 (pp. 51-65), it is possible to give in broad outlines figures for employment and pay rolls under the old-age and survivors insurance program for 1939.

Certain explanations of the character of the data presented in tables 13-16 are essential to an understanding of their significance and comparability with similar information obtained from other sources. For example, the total number of employers making returns to the Bureau of Internal Revenue under provisions of the Federal Insurance Contributions Act (formerly title VIII of the Social Security Act) is larger than the total included in the tabulations here presented. Some employers file returns even though they are not liable for contributions for the quarter in question. Such returns are not included in the tables. Returns from employers who report taxable wages for a quarter but no employees at the end of the pay-roll period are included, however. Such instances arise when an employer goes out of business or when an establishment is shut down. Table 13 shows \$15.1 million in taxable wages paid by 28,665 employing organizations which reported no employees on the last day or the last pay roll of September.

The interrelationships of the three sets of data—number of employing organizations, amount of taxable pay rolls, and number of workers—should be borne in mind. All employing organizations, including those with no employees at the end of the quarter, are represented in the total

Table 13.—Old-age and survivors insurance: Number of employing organizations¹ and amount of taxable pay rolls, July-September 1939, and number of workers on last day or last pay roll of September 1939, by size of employing organization²

[Corrected to Oct. 1, 1940]

Number of workers in employing organization ³	Employing organizations	Taxable pay rolls	Workers
Total.....	1,774,204	\$7,408,365,488	25,377,216
0 ⁴	28,665	15,139,468	0
1-9.....	1,458,081	958,504,626	4,109,519
1.....	528,087	108,216,499	528,087
2.....	309,958	134,135,550	619,916
3.....	204,187	139,316,249	612,561
4.....	130,001	120,434,164	520,004
5.....	95,155	114,219,316	475,775
6.....	71,965	106,392,916	431,790
7.....	56,241	99,702,879	393,687
8.....	34,684	71,032,532	277,472
9.....	27,803	65,084,521	250,227
10-99.....	257,749	1,847,735,281	6,664,704
10-19.....	137,508	501,435,583	1,852,180
20-29.....	49,010	328,518,964	1,167,889
30-39.....	25,191	239,253,434	856,147
40-49.....	15,383	189,120,526	676,867
50-59.....	10,220	155,720,459	553,760
60-69.....	7,366	131,986,363	472,818
70-79.....	5,471	112,608,244	405,954
80-89.....	4,158	97,746,256	350,513
90-99.....	3,487	91,365,452	328,576
100-999.....	27,538	1,943,020,019	6,873,676
100-199.....	15,506	595,305,046	2,145,580
200-299.....	5,174	348,798,509	1,254,499
300-399.....	2,566	245,758,950	883,260
400-499.....	1,483	187,527,736	660,553
500-599.....	972	154,174,426	530,834
600-699.....	646	123,407,785	418,435
700-799.....	503	107,976,212	375,980
800-899.....	374	94,736,236	316,942
900-999.....	314	85,335,119	287,587
1,000-9,999.....	2,049	1,564,543,159	4,782,916
1,000-1,999.....	1,228	510,422,955	1,674,121
2,000-2,999.....	385	305,043,265	941,911
3,000-3,999.....	166	192,428,772	562,680
4,000-4,999.....	109	169,131,794	487,301
5,000-5,999.....	54	100,248,321	300,478
6,000-6,999.....	43	96,466,222	279,827
7,000-7,999.....	20	52,020,036	145,436
8,000-8,999.....	26	82,564,736	220,378
9,000-9,999.....	18	56,217,058	170,884
10,000 and over.....	122	1,079,422,935	2,946,401

¹ An employing organization includes all establishments reported on 1 employer return.

² Tabulation from which compiled includes 91 percent of estimated number of reports of taxable pay rolls for July-September.

³ As determined by number of workers reported on last day or last pay roll of September.

⁴ Returns show taxable pay rolls during quarter but no workers on last day or last pay roll.

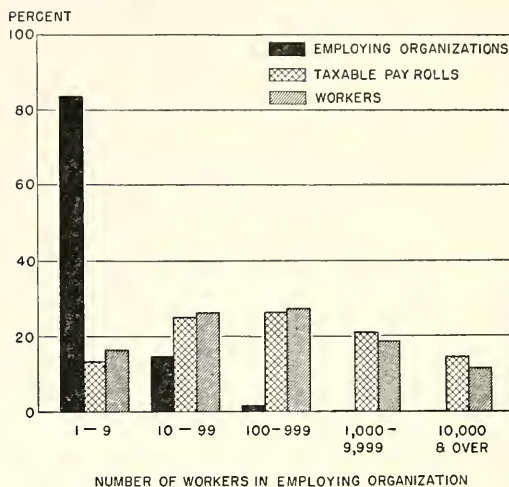
taxable pay rolls for the quarter. Only employing organizations which reported workers on the last day or last pay roll of the quarter are represented in the count of workers as of those dates. Total taxable pay rolls for the quarter include all taxable wages of all employees who received such wages at any time during the quarter, not merely the wages of those who were employed on the last day or last pay roll of the quarter.

In tabulating the reports on employment and pay rolls, it is necessary to make an arbitrary decision on the closing date for the inclusion of employer reports and to omit data from reports received thereafter. This date was set at approximately 4 months after the end of the quarter, and for the most part the employers whose reports were received later were those who had few employees and small pay rolls. The tabulation for the first quarter of 1939 includes 91 percent of the estimated number of employer reports and includes 98 percent of the estimated employees and pay rolls for the quarter. The data presented for the other quarters of the year similarly represent all but a small percentage of the employers, employees, and pay rolls for those periods.

Employers have the option of reporting the number of covered workers in their establishments on either the last day or last pay roll of the quarter. It is believed that employers with a large number of workers choose the latter alternative. Since this count approximates a census of employment at a given time, it is evident that pay rolls for the quarter cannot be divided by the number of workers reported at the end of the quarter to derive an average taxable wage.

The total employment and pay rolls for the year 1939 (tables 14 and 15) are not directly comparable with data from 1938 wage records presented in tables 6-12 (pp. 52-65). Aside from the difference in the period to which the figures apply, total taxable wages as derived from these employment and pay-roll figures include amounts which cannot be entered in the accounts of individual workers until after discrepancies in account number and name are reconciled or supplementary information is received by the Board. The extent of delayed or incomplete reporting by employers has decreased with increasing knowledge of the purpose and procedures of the old-age and survivors insurance program, but the differences between the two series of data which may derive

Chart 9.—*Old-age and survivors insurance: Percentage distribution of employing organizations and taxable pay rolls, July–September 1939, and of number of workers at end of September 1939, by size of employing organization*¹



¹ See table 13, p. 66.

from delayed or incomplete reporting should not be overlooked in interpreting the figures. As far as practicable, the data from 1938 wage records incorporate corrections for such factors.

When an employer has reported as much as \$3,000 paid to an individual employee in a calendar year, he ceases to report additional wages paid to that worker since only the first \$3,000 received in a year is taxable under the old-age and survivors insurance program. None of the pay-roll or wage data derived from the operation of the program can be interpreted as reflecting total pay rolls or total income of workers. Moreover, wages derived from employment excluded from coverage under the system are not contained in any of the tables in this section. The principal areas of employment thus excluded are agricultural labor, domestic service in private homes, railroad employment as defined by the Railroad Retirement Act, employment in the service of Federal, State, and local governments and Federal instrumentalities, service as a member of the crew of a documented vessel of the United States, and employment in the service of nonprofit organizations engaged in religious, educational, literary, scientific, and charitable activities.

In reporting wages paid in 1937 and 1938, em-

Table 14.—*Old-age and survivors insurance: Number of workers on last day or last pay roll of March, June, September, and December 1939, by major industry groups*¹

[Corrected to Oct. 1, 1940]

Major industry group and number	Allocated to primary industry ²				Adjusted for secondary industries ³			
	March	June	September	December	March	June	September	December
Total ⁴	23,152,546	24,118,358	24,944,575	24,468,375	23,152,546	24,118,358	24,944,575	24,468,375
Agriculture ⁵	18,412	18,407	8,333	7,554	21,878	16,915	11,833	11,160
Mining and quarrying.....	740,768	720,742	777,656	781,988	825,649	806,651	863,382	870,258
10. Metalliferous mining.....	65,513	71,397	75,980	88,123	94,312	94,312	98,846	94,050
11. Intralustric mining.....	92,517	84,178	83,872	80,085	83,029	84,695	84,389	89,617
12. Bituminous mining.....	392,118	352,432	401,780	419,933	409,901	370,431	423,789	438,437
13. Crude petroleum and natural gas production.....	122,523	134,286	131,081	133,557	160,298	172,209	188,923	172,544
14. Nonmetallic mining and quarrying.....	67,731	78,449	80,943	68,871	74,268	85,034	87,485	75,610
Contract construction.....	984,905	1,297,683	1,329,905	1,083,580	979,621	1,292,336	1,323,669	1,028,083
15. General contractors—building construction.....	310,339	386,115	370,958	299,358	321,702	397,016	382,434	311,181
16. General contractors—nonbuilding construction.....	281,629	409,140	434,995	280,649	263,221	390,509	416,003	261,496
17. Special trade contractors (subcontractors).....	392,957	502,428	523,952	503,573	394,698	504,211	525,232	455,406
Manufacturing.....	10,484,576	10,563,098	11,112,451	10,941,577	10,245,628	10,324,284	10,374,150	10,696,068
20. Food manufacturing.....	1,265,494	1,431,067	1,504,309	1,330,083	1,235,980	1,401,194	1,474,500	1,299,373
21. Tobacco manufacturing.....	113,865	117,505	123,320	111,862	110,229	113,825	120,148	108,079
22. Textile mill products.....	1,245,742	1,293,587	1,308,486	1,299,840	1,185,270	1,177,368	1,246,400	1,235,877
23. Apparel and other finished articles made from fabrics.....	387,976	413,562	433,553	439,466	395,937	408,241	423,241	408,177
24. Basic lumber industries.....	378,928	388,081	410,320	410,320	382,138	391,330	410,320	410,320
25. Finished lumber products.....	265,549	284,702	283,964	284,308	297,535	297,077	316,269	317,690
26. Paper and allied products.....	590,793	585,725	588,442	576,782	592,895	587,852	590,566	578,969
27. Printing, publishing, and allied industries.....	461,757	401,202	421,004	413,590	497,407	437,286	457,010	450,685
28. Products of petroleum and coal.....	10,457	122,383	415,780	405,101	286,765	300,245	283,884	279,539
29. Rubber products.....	139,457	139,457	139,457	139,457	139,457	139,457	139,457	139,457
30. Leather and its manufactures.....	402,885	387,748	392,907	371,448	401,976	382,544	392,907	382,544
31. Stone, clay, and glass products.....	379,107	396,503	402,707	392,740	352,121	369,188	375,432	364,660
32. Iron and steel and their products.....	231,088	236,963	259,118	272,418	254,296	260,453	282,558	296,566
33. Machinery and other products.....	396,798	405,100	439,975	435,225	426,512	435,175	469,985	466,143
34. Electrical machinery (including radios and refrigerators).....	532,015	532,015	532,015	532,015	532,015	532,015	532,015	532,015
35. Machinery other than electrical.....	532,015	532,015	532,015	532,015	532,015	532,015	532,015	532,015
36. Automobiles, bodies, and parts.....	451,723	436,493	466,071	472,759	460,103	441,975	475,137	451,723
37. Miscellaneous manufacturing.....	866,548	880,724	961,172	911,271	884,952	898,952	979,361	930,010
Transportation.....	146,055	148,598	137,011	146,878	156,651	159,322	148,202	157,903
41. Street, suburban and interurban railways (other than biestate railroads) and city and suburban bus lines.....	322,985	340,792	330,733	330,733	330,733	330,733	330,733	330,733
42. Trucking and/or warehousing for hire.....	135,318	139,605	142,713	143,320	136,738	141,043	144,118	144,118
43. Other transportation, except water transportation.....	90,545	82,175	93,806	73,360	92,249	83,900	95,227	105,133
44. Water transportation.....	171,645	169,594	188,533	163,908	173,548	171,520	200,275	165,888
45. Services allied to transportation, not elsewhere classified.....	845,066	851,661	863,759	847,817	826,943	883,318	850,455	828,939
Public utilities.....	386,307	371,098	390,295	382,832	387,131	371,098	391,037	383,689
46. Communications: telephone, telegraph, commercial radio, and related services.....	438,553	455,326	455,704	444,433	418,867	435,401	426,922	426,922
47. Electric, gas, and water supply.....	20,206	25,237	22,850	20,552	20,945	25,985	23,596	21,320
49. Other local utilities and local public services.....	4,886,222	5,087,085	5,148,098	5,370,302	4,975,221	5,147,165	5,238,585	5,462,906
Wholesale and retail trade.....	1,640,419	1,699,092	1,786,860	1,742,459	1,741,290	1,784,928	1,859,087	1,837,940
50-2. Wholesale trade and wholesale and retail trade combined.....	984,777	1,013,903	1,094,641	1,094,641	1,094,641	1,094,641	1,094,641	1,094,641
53. Retail general merchandise.....	765,490	813,295	804,641	820,716	743,586	791,181	787,579	757,884
54. Retail food.....	345,174	347,422	364,738	371,966	355,571	377,945	375,238	382,754
55. Retail automotive.....	432,075	440,919	431,583	452,526	439,010	437,905	447,317	459,117
56. Retail apparel.....	708,752	739,180	756,866	771,205	734,375	765,114	782,734	797,866
57. Retail trade not elsewhere classified.....								

	226, 126	233, 218	234, 229	227, 084	240, 955	248, 227	249, 205	242, 513
Finance								
60. Bank and trust companies.....	75, 307	81, 649	83, 791	80, 844	87, 743	91, 108	92, 100	90, 590
61. Finance agencies not elsewhere classified.....	71, 524	71, 594	71, 914	69, 638	72, 263	72, 211	72, 198	69, 198
62. Finance agencies not elsewhere classified.....	75, 205	80, 002	79, 594	79, 810	80, 949	84, 894	84, 385	84, 746
Insurance								
63. Insurance carriers.....	462, 446	473, 370	439, 392	447, 201	421, 938	432, 370	418, 480	405, 051
64. Insurance agents and brokers.....	396, 891	406, 866	392, 831	381, 958	355, 274	364, 946	351, 001	338, 772
65. Real estate dealers, agents, and brokers.....	65, 755	66, 564	66, 561	65, 553	66, 064	67, 424	67, 479	66, 279
Real estate								
66. Real estate, insurance, loans, law office; any combination.....	465, 763	502, 424	469, 770	464, 828	538, 257	575, 800	542, 937	540, 259
67. Administrative offices and holding companies.....	342, 644	370, 925	372, 150	367, 875	398, 892	397, 492	398, 660	395, 186
68. Real estate dealers, agents, and brokers.....	56, 859	59, 582	59, 451	57, 210	55, 098	57, 800	57, 672	55, 377
69. Real estate, insurance, loans, law office; any combination.....	66, 290	71, 917	38, 109	39, 743	114, 267	120, 508	86, 655	88, 696
Service								
70. Hotels, furnished rooms, camps, and other lodging places.....	2, 085, 127	3, 008, 992	3, 051, 940	2, 900, 852	2, 694, 953	3, 018, 969	3, 081, 897	2, 910, 840
71. Eating and drinking places.....	385, 025	489, 422	434, 622	393, 993	370, 054	424, 270	419, 503	378, 416
72. Personal service.....	655, 656	757, 568	772, 127	750, 309	696, 365	768, 408	782, 944	761, 453
73. Business service not elsewhere classified.....	598, 809	643, 374	635, 047	621, 408	598, 781	643, 345	635, 018	621, 379
74. Employment agencies and commercial and trade schools.....	309, 361	315, 921	307, 635	304, 931	305, 213	311, 724	303, 446	300, 615
75. Automobile repair services, garages, and filling stations.....	19, 826	16, 621	17, 277	17, 212	20, 738	17, 857	18, 511	18, 453
76. Real estate, insurance, loans, law office; any combination.....	213, 709	272, 095	271, 641	268, 638	290, 108	291, 611	287, 631	285, 820
77. Agricultural and horticultural services and related services.....	62, 486	68, 648	96, 016	68, 419	62, 912	68, 979	96, 446	76, 863
78. Amusement and recreation: motion pictures.....	162, 326	173, 635	184, 619	174, 092	170, 138	181, 542	192, 509	182, 220
79. Amusement and recreation and related services not elsewhere classified.....	180, 328	253, 618	254, 984	214, 730	181, 890	255, 099	255, 562	216, 356
Professional services								
80. Medical and other health services.....	275, 889	284, 726	283, 041	279, 390	276, 372	285, 214	283, 529	279, 883
81. Law offices and related services.....	139, 784	145, 894	146, 758	145, 088	139, 926	146, 992	145, 226	145, 226
82. Educational institutions and agencies.....	81, 342	83, 710	84, 178	82, 285	81, 369	83, 767	84, 235	82, 344
83. Other professional and social service agencies and institutions.....	19, 303	16, 228	15, 086	17, 220	19, 303	16, 228	15, 086	17, 220
Miscellaneous								
85. Private business organizations not elsewhere classified.....	35, 460	38, 894	37, 019	34, 797	35, 744	39, 182	37, 306	35, 093
86. Membership organizations, such as trade associations, trade unions, etc.....	210, 698	231, 228	240, 128	255, 251	217, 544	238, 157	247, 042	262, 375
All other.....	51, 264	65, 132	71, 216	75, 019	57, 789	71, 716	77, 786	81, 798
	158, 217	165, 491	168, 346	190, 052	158, 558	168, 680	168, 680	180, 417
	1, 197	605, 605	566	1, 197	1, 197	605	566	1, 197

¹ Tabulation from which compiled includes following percentages of estimated number of reports for taxable pay rolls: January-March, 91 percent; April-June, 93 percent; July-September, 92 percent; and October-December, 92 percent.

² Workers in multi-industry employing organizations allocated to industry (a) in which largest number of employees is engaged and (b) which is carried on in productive or operating units of employing organization.

³ Adjusted on basis of reports of establishments made in connection with employers' applications for identification numbers showing for each multi-industry employing organization proportionate

amount of employment in each industry. No adjustment made for sales outlets and establishments carrying on auxiliary and/or accessory activities when these are the only units not engaged in primary industry of employing organization.

⁴ Excludes workers on last day or last pay roll of month as follows: March, 551,267; June, 483,469; September, 432,641; and December, 473,883. Returns for organizations employing these workers did not include reports for last day of month.

⁵ Relates to workers having taxable occupations in agriculture.

Wholesale and retail trade.....	5, 419, 864	1, 296, 616	1, 354, 920	1, 369, 809	1, 368, 519	5, 541, 936	1, 326, 993	1, 385, 707	1, 400, 941	1, 428, 235
50-2. Wholesale trade and wholesale and retail trade combined.....	2, 188, 905	541, 021	546, 453	558, 377	543, 053	2, 340, 594	577, 973	584, 526	595, 279	593, 816
53. Retail general merchandise.....	753, 857	181, 501	187, 248	191, 715	193, 394	700, 147	168, 865	172, 712	177, 498	176, 416
54. Retail food.....	443, 757	112, 203	115, 702	112, 280	113, 021	465, 417	107, 168	121, 411	117, 828	119, 039
55. Retail automotive.....	404, 047	93, 844	103, 739	98, 709	108, 656	418, 791	97, 031	107, 231	102, 166	112, 330
56. Retail apparel.....	774, 491	182, 067	192, 354	200, 278	199, 792	818, 133	192, 930	202, 959	211, 551	210, 692
57. Retail trade not elsewhere classified.....	353, 112	85, 457	89, 876	88, 471	79, 308	381, 900	102, 873	97, 129	95, 541	86, 087
Finance.....	117, 401	29, 513	29, 098	31, 349	27, 441	133, 614	33, 609	33, 055	35, 485	31, 302
60. Bank and trust companies.....	127, 106	37, 419	33, 211	30, 159	26, 318	130, 875	38, 450	34, 248	31, 046	27, 132
61. Investment banking and security speculation.....	108, 605	28, 526	27, 567	26, 963	25, 550	117, 441	30, 814	29, 826	29, 147	27, 653
62. Finance agencies not elsewhere classified.....	722, 190	196, 926	188, 702	181, 244	155, 318	623, 048	170, 706	161, 694	156, 545	134, 103
Insurance.....	630, 617	172, 044	165, 145	158, 588	134, 840	528, 534	145, 073	137, 342	133, 169	112, 951
63. Insurance carriers.....	91, 573	24, 882	23, 557	22, 665	20, 478	94, 514	25, 653	24, 352	23, 376	21, 152
64. Insurance agents and brokers.....	522, 233	128, 518	138, 868	130, 024	124, 822	629, 375	154, 617	163, 799	157, 933	135, 026
Real estate.....	372, 831	85, 800	97, 166	96, 981	92, 884	406, 602	98, 534	105, 831	105, 702	101, 535
65. Real-estate dealers, agents, and brokers.....	70, 419	17, 448	18, 098	18, 192	16, 681	68, 655	16, 774	17, 824	17, 324	16, 375
66. Real-estate insurance, loans, law office, any combination.....	78, 984	25, 270	23, 605	14, 851	15, 258	194, 119	41, 313	40, 283	34, 406	33, 117
67. Administrative offices and holding companies.....	2, 571, 338	610, 338	653, 971	677, 593	629, 433	2, 602, 294	616, 027	601, 443	685, 861	635, 303
Service.....	319, 843	75, 024	78, 905	91, 388	74, 327	203, 889	67, 423	71, 864	85, 541	69, 061
70. Hotels, furnished rooms, camps, and other lodging places.....	519, 875	114, 564	129, 238	140, 037	136, 037	530, 222	116, 718	131, 657	142, 885	138, 968
71. Eating and drinking places.....	539, 793	127, 582	138, 981	139, 102	134, 129	547, 736	129, 257	141, 131	141, 131	136, 217
72. Personal service not elsewhere classified.....	395, 284	107, 803	103, 050	95, 017	89, 414	399, 430	109, 418	104, 006	95, 914	90, 112
73. Employment agencies and commercial and trade schools.....	244, 595	55, 102	61, 522	64, 578	63, 883	271, 516	5, 222	3, 053	4, 967	4, 973
74. Automobile repair services, garages, and filling stations.....	76, 030	17, 207	18, 488	19, 417	19, 583	77, 547	57, 129	59, 373	59, 368	67, 200
75. Automobile repair services, garages, and filling stations.....	59, 445	11, 078	15, 061	15, 962	15, 962	60, 177	12, 067	15, 269	16, 599	16, 302
76. Repair services and miscellaneous hand trades not elsewhere classified.....	209, 042	56, 538	63, 859	61, 899	46, 747	222, 803	60, 265	57, 407	55, 152	49, 978
77. Agricultural and horticultural services and related services.....	188, 534	39, 414	50, 393	54, 611	44, 115	193, 534	40, 503	51, 793	55, 156	45, 222
78. Amusement and recreation: motion pictures.....	306, 451	78, 414	78, 027	76, 385	73, 026	312, 657	79, 831	79, 654	78, 017	75, 156
79. Amusement and recreation and related services not elsewhere classified.....	128, 038	31, 498	31, 861	32, 294	32, 415	130, 082	31, 905	32, 353	32, 709	33, 025
Professional services.....	100, 076	25, 464	25, 387	25, 633	23, 393	102, 221	25, 971	26, 177	26, 225	26, 845
80. Medical and other health services.....	17, 385	5, 486	4, 400	3, 075	4, 423	17, 733	5, 500	4, 491	3, 141	4, 510
81. Law offices and related services.....	60, 653	15, 965	16, 179	15, 413	13, 396	62, 622	16, 462	16, 631	15, 852	13, 775
82. Educational institutions and agencies.....	182, 209	44, 410	46, 038	48, 069	43, 692	190, 966	46, 426	48, 284	50, 404	45, 852
83. Other professional and social-service agencies and institutions.....	50, 521	9, 689	12, 055	14, 407	14, 530	56, 294	10, 976	13, 474	15, 998	15, 846
84. Private business organizations not elsewhere classified.....	131, 157	34, 458	33, 850	33, 480	29, 339	134, 090	35, 177	34, 669	34, 260	29, 984
85. Membership organizations, such as trade associations, trade unions, etc.....	630	252	133	122	23	581	273	140	146	22
86. Miscellaneous.....										

¹ Tabulation from which compiled includes following percentages of estimated number of reports for taxable pay rolls: January-March, 91 percent; April-June, 93 percent; July-September, 92 percent; and October-December, 92 percent.

² Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

³ Taxable pay rolls of multi-industry employing organizations allocated to industry (a) in which labor force employees is engaged and (b) which is carried on in productive or operating units of employing organization.

⁴ Adjusted on basis of reports of establishments made in connection with employers' applications for identification numbers showing for each multi-industry employing organization proportionate share in each industry. No adjustment made for sales outlets and establishments carrying on similar activities when these are the only units not engaged in primary industry of employing organization.

⁵ Excludes taxable pay rolls as follows: January-March, \$130,310,909; April-June, \$117,154,536; July-September, \$103,427,298; and October-December, \$115,065,855. Returns for employing organizations reporting these pay rolls did not carry industrial and/or geographical codes at time of tabulation.

⁶ Includes workers having taxable occupations in agriculture.

ployers were to exclude the wages of persons aged 65 years and over since in those years they were not taxable for old-age insurance purposes. The Social Security Act Amendments of 1939, however, ended this exclusion. The wages paid to persons aged 65 and over were therefore included in employer reports for the third and fourth quarters of 1939, and data for the first and second quarters of the year have been adjusted to include an estimate of the taxable wages paid to this group.

From the first to the fourth quarter of 1939,

taxable pay rolls, number of employing organizations, and number of workers showed increases of 6, 9, and 5 percent, respectively.¹ Pay rolls amounted to \$7.0 billion in January–March, to \$7.1 billion in April–June, and to \$7.4 billion both in July–September and in October–December.²

¹ The tabulation from which these figures were taken includes 91 percent of the estimated number of reports for January–March, 93 percent for April–June, and 92 percent for July–September and October–December.

² The limitation of taxes to the first \$3,000 in annual wages from each employer results in the inclusion in early quarters of the year of data for employees whose wages are not taxable in later quarters.

Table 16.—Old-age and survivors insurance: Number of employing organizations,¹ by major industry groups and by quarters, 1939 ²

[Corrected to Oct. 1, 1940]

Major industry group ³ and number	January–March	April–June	July–September	October–December
Total ⁴	1, 581, 514	1, 687, 543	1, 722, 423	1, 731, 052
Agriculture ⁵	1, 822	1, 517	992	996
Mining and quarrying.....	18, 248	18, 595	19, 642	20, 331
10. Metalliferous mining.....	1, 783	2, 060	2, 213	2, 138
11. Anthracite mining.....	283	271	279	287
12. Bituminous coal mining.....	4, 300	3, 630	4, 275	4, 756
13. Crude petroleum and natural gas production.....	9, 013	9, 470	9, 635	9, 867
14. Nonmetallic mining and quarrying.....	2, 869	3, 164	3, 240	3, 283
Contract construction.....	103, 359	121, 179	125, 118	124, 779
15. General contractors—building construction.....	24, 605	29, 143	30, 260	30, 522
16. General contractors, other than building construction.....	7, 950	9, 137	9, 422	9, 265
17. Special trade contractors (subcontractors).....	70, 804	82, 899	85, 436	84, 992
Manufacturing.....	160, 453	167, 224	169, 857	170, 054
20. Food manufacturing.....	31, 051	32, 300	32, 772	32, 599
21. Tobacco manufacturing.....	1, 223	1, 249	1, 255	1, 265
22. Textile mill products.....	6, 457	6, 688	6, 779	6, 791
23. Apparel and other finished articles made from fabrics.....	19, 539	20, 547	21, 181	20, 753
24. Basic lumber industries.....	10, 266	11, 090	11, 519	11, 848
25. Finished lumber products.....	9, 280	9, 787	9, 866	9, 931
26. Paper and allied products.....	2, 502	2, 578	2, 581	2, 588
27. Printing, publishing, and allied industries.....	25, 472	26, 261	26, 485	26, 589
28. Chemicals.....	8, 373	8, 600	8, 651	8, 712
29. Products of petroleum and coal.....	858	925	951	939
30. Rubber products.....	794	816	838	846
31. Leather and its manufactures.....	3, 655	3, 768	3, 811	3, 814
32. Stone, clay, and glass products.....	6, 393	6, 768	6, 849	6, 855
33. Iron and steel and their products.....	8, 868	9, 089	9, 187	9, 259
34. Nonferrous metals and their products.....	5, 510	5, 702	5, 780	5, 832
35. Electrical machinery (including radios and refrigerators).....	2, 324	2, 630	2, 663	2, 688
36. Electrical machinery (including radios and refrigerators).....	7, 456	7, 649	7, 719	7, 708
37. Machinery other than electrical.....	1, 133	1, 181	1, 171	1, 177
38. Automobiles, bodies, and parts.....	9, 094	9, 596	9, 799	9, 860
39. Miscellaneous manufacturing.....				
Transportation.....	40, 400	42, 859	44, 416	44, 784
41. Street, suburban, and interurban railways (other than interstate railroads) and city and suburban bus lines.....	890	909	949	944
42. Trucking and/or warehousing for hire.....	29, 936	31, 883	33, 186	33, 594
43. Other transportation, except water transportation.....	5, 480	5, 816	5, 960	6, 015
44. Water transportation.....	826	889	920	881
45. Services allied to transportation, not elsewhere classified.....	3, 278	3, 362	3, 401	3, 350
Public utilities.....	7, 849	8, 329	8, 499	8, 529
46. Communications: telephone, telegraph, commercial radio and related services.....	3, 864	3, 937	3, 966	4, 009
48. Utilities: light, heat, and power companies, electric and gas.....	2, 256	2, 358	2, 443	2, 472
49. Other local utilities and local public services.....	1, 729	2, 034	2, 090	2, 048
Wholesale and retail trade.....	532, 287	556, 844	564, 652	568, 547
50–2. Wholesale trade and wholesale and retail trade combined.....	138, 469	143, 850	145, 886	147, 369
53. Retail general merchandise.....	37, 927	39, 264	39, 750	40, 160
54. Retail food.....	136, 708	144, 521	146, 985	146, 951
55. Retail automotive.....	35, 304	36, 973	37, 324	37, 452
56. Retail apparel.....	46, 691	48, 719	49, 125	49, 892
57. Retail trade not elsewhere classified.....	137, 185	143, 517	145, 582	146, 723

See footnotes at end of table.

The number of employing organizations reporting in the first quarter was 1,648,000 and in the fourth quarter, 1,800,000. Workers at the end of March numbered 23.7 million, at the end of June 24.6 million, at the end of September 25.4 million, and at the end of December 24.9 million.

An examination of the data on size of employing organizations at the end of September 1939³ reveals differences in concentration of employers and employees in firms of different size. While 84 percent of the employers were in the group employing less than 10 persons, only 16 percent of the workers and 13 percent of the pay rolls were in the group of that size. In the very large

³ These comparisons are made only for employing organizations which had 1 or more persons in their employ at the end of September. The 28,665 concerns which reported taxable pay rolls for the quarter but no employees at the end of September are excluded, as are also their pay rolls of \$15.1 million (see table 13).

firms the difference is even more marked. Only 122 employing organizations (less than one-hundredth of 1 percent of the total) reported 10,000 or more employees at the end of September, but these 122 organizations employed nearly 3 million workers (about 12 percent of the total) at the end of September and they paid 15 percent of the taxable wages for the quarter (chart 9).

Of obvious importance in the administration of the old-age and survivors insurance program is the inclusion of a large number of small business concerns whose workers represent a relatively small share of the total. Employers of one or two persons constituted nearly half (48.0 percent) of the reporting employers in the third quarter of 1939, but the workers in their employ at the end of September were only 4.5 percent of the total and the taxable pay rolls of these concerns

Table 16.—Old-age and survivors insurance: Number of employing organizations,¹ by major industry groups and by quarters, 1939²—Continued

[Corrected to Oct. 1, 1940]

Major industry group ³ and number	January-March	April-June	July-September	October-December
Finance	26,745	27,439	27,550	28,046
60. Bank and trust companies.....	9,819	9,823	9,873	9,865
61. Investment banking and security speculation.....	6,268	6,378	6,331	6,376
62. Finance agencies not elsewhere classified.....	10,658	11,238	11,346	11,805
Insurance	23,910	25,038	25,456	26,555
63. Insurance carriers.....	5,974	6,486	6,582	7,481
64. Insurance agents and brokers.....	17,936	18,552	18,874	19,074
Real estate	96,749	103,000	105,385	107,707
65. Real estate dealers, agents, and brokers.....	81,060	86,876	89,242	91,550
66. Real estate, insurance, loans, law office; any combination.....	14,607	15,072	15,194	15,292
67. Administrative offices and holding companies.....	1,082	1,052	949	865
Service	417,494	456,200	470,151	464,357
70. Hotels, furnished rooms, camps, and other lodging places.....	25,905	30,279	32,130	28,671
71. Eating and drinking places.....	112,236	124,882	128,895	127,506
72. Personal service.....	109,091	116,127	118,208	118,928
73. Business service not elsewhere classified.....	29,271	30,693	31,009	31,394
74. Employment agencies and commercial and trade schools.....	2,190	2,252	2,279	2,284
75. Automobile repair services, garages, and filling stations.....	84,437	90,309	92,206	92,100
76. Repair services and miscellaneous hand trades not elsewhere classified.....	14,844	15,868	16,296	16,334
77. Agricultural and horticultural services and related services.....	10,113	11,461	13,823	13,382
78. Amusement and recreation: motion pictures.....	5,382	8,755	8,811	8,813
79. Amusement and recreation and related services not elsewhere classified.....	21,025	25,574	26,494	24,995
Professional services	112,843	116,753	117,532	118,501
80. Medical and other health services.....	65,938	68,113	68,838	69,268
81. Law offices and related services.....	38,718	40,000	40,276	40,451
82. Educational institutions and agencies.....	1,940	1,971	1,735	1,070
83. Other professional and social service agencies and institutions.....	6,247	6,669	6,683	6,812
Miscellaneous	39,355	42,566	43,173	47,866
85. Private business organizations not elsewhere classified.....	8,065	8,742	9,268	9,681
86. Membership organizations, such as trade associations, trade unions, etc.....	31,064	33,635	33,751	38,086
All other.....	226	189	154	119

¹ An employing organization includes all establishments reported on 1 employer return.

² Tabulation from which compiled includes following percentages of estimated number of reports for taxable pay rolls: January-March, 91 percent; April-June, 93 percent; July-September, 92 percent; and October-December, 92 percent.

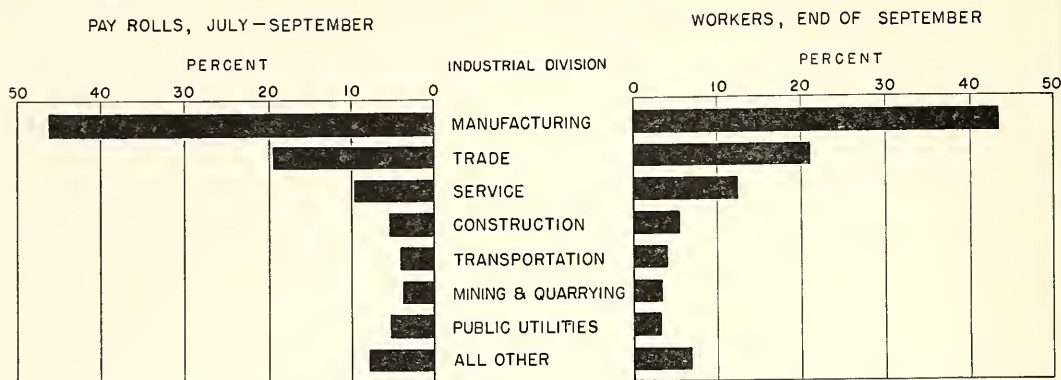
³ Multi-industry employing organizations allocated to industry (a) in

which largest number of employees is engaged and (b) which is carried on in productive or operating units of employing organization.

⁴ Excludes employing organizations as follows: January-March, 66,981; April-June, 57,294; July-September, 51,781; and October-December, 68,652. Returns for these employing organizations did not carry industrial and/or geographical codes at time of tabulation.

⁵ Relates to workers having taxable occupations in agriculture.

Chart 10.—Old-age and survivors insurance: Percentage distribution of amount of taxable pay rolls, July–September 1939, and of number of workers at end of September 1939, by industrial divisions ¹



¹ Data for workers and pay rolls adjusted for secondary industries reported by employer. See tables 14 and 15, pp. 68 and 70.

during the quarter were but 3.3 percent of the total. Some 500,000 employing organizations (about 30 percent) had only one person employed at the end of September; their employees constituted 2.1 percent of the total, and their pay rolls for the quarter were but 1.5 percent of total taxable pay rolls.

Industrial Classification

Many large employing organizations have units in more than one State and perform operations in more than one industrial classification. In distributing employment and pay rolls by industrial divisions and by States, it is necessary to make an adjustment for these factors. At present multi-establishment or multi-unit employers—i. e., those maintaining establishments in more than one industry or more than one community—submit consolidated returns for all taxable employees without reference to individual shops or plants. From the standpoint of both geographical and industrial distributions these employing organizations present a classification problem which, though mitigated by the fact that there is a separate report for each incorporated entity, is still difficult to solve. Distribution of the employment or pay rolls of multi-unit organizations by establishments or groups of establishments not distinguished by separate incorporation can be made only by a secondary process, on the basis of data from sources other than the employer reports.

For this distribution there is available an incomplete special file of data for some 350,000 establishments of 65,000 multi-unit organizations compiled from employer applications for identification numbers. This file, supplemented by data from other sources, has been used as a provisional basis for distributions by States of multi-unit employment. It carries no wage data, however, and for this reason distributions of multi-unit pay rolls by States can at present be made only within restricted limits and must depend entirely on other sources of information.

The industrial distribution of 1938 and 1939 employer returns is on the basis of a 2-digit classification into 69 major groups.⁴ For grouping multi-industry with single-industry employers a subsidiary classification has been made, with items for 68 combinations of industries.

The most practicable method of distributing multi-unit employment and pay rolls by primary industry is to group each of these combinations with the single industry which constitutes the primary business of the employing organization and to present the aggregate figures for the groups. The primary industry is considered the one (a) in which the largest number of employees is engaged and (b) which is carried on in the productive or operating units of the component concerns, as distinguished from the units engaged in processing byproducts, providing raw materials, or in other

⁴ The 1937 edition of the Social Security Board Industrial Classification Code was used. (See p. 149.)

activities of a merely accessory or auxiliary character.

An example of a multi-industry combination is provided by a group of steel companies which, in addition to manufacturing steel products, operate in separate establishments, iron mines, bituminous coal mines, coke ovens, warehouses, garages, restaurants or hospitals for their employees, and administrative or sales offices. The primary industry of such companies, on the basis both of volume of employment and nature of products and processes, is the manufacture of iron and steel.

To adjust employment and pay rolls for secondary industries, recourse is taken to the special file of establishments referred to on page 74 and utilized in distributing the data by States. This file provides for each establishment approximate information on the proportionate amount of employment which falls into each industry in which the establishment is engaged. With this as a basis, it is possible to allocate employment and pay rolls to the industry in which the work is performed though that may be a secondary industry for the employing organization.

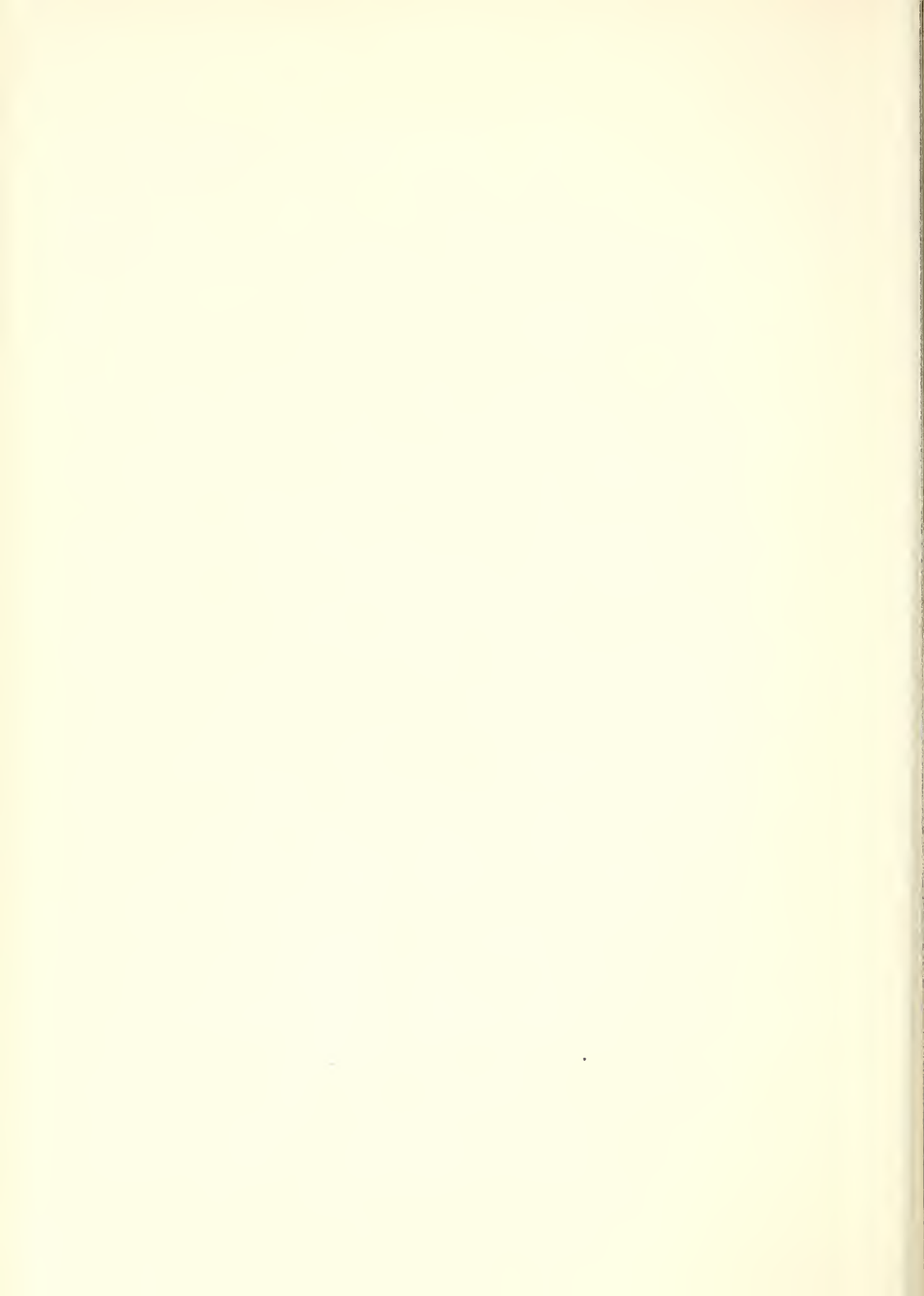
The completeness of the industrial classification of establishments is limited by the existence of two groups which cannot be distributed: (1) employers who have failed to supply information sufficient to indicate their industrial status, and (2) employers recently subject to the Federal Insurance Contributions Act whose applications for identification numbers were received too late to permit coding by industry for the first quarter for which they reported. This latter group represents a lag in the receipt of information and is therefore one of constantly shifting identity. Such cases of nondistribution of new entrants are as a rule cleared up before the tabulation is made for the next quarter.

The allocation of workers to the industries in which they were working (regardless of the primary industry of the employing organization)

discloses some interesting facts on the extent of industrial integration, which brings into one employing organization the operations of several different industries. In the integration process, mining and quarrying seem to be activities which are frequently grafted on to the operations of another industry. When all workers were allocated to the primary industry of the employer, mining and quarrying had 778,000 workers at the end of September 1939; but when adjustment was made for employment in secondary industries, the total rose to 863,000. Crude petroleum and natural gas showed the greatest increase in this division. Substantial increases were also shown for paper and allied products, which went from 284,000 to 316,000 workers; for chemicals, 421,000 to 457,000; for nonferrous metals and their products, 259,000 to 283,000; and for electrical machinery, 440,000 to 470,000. Among the industries which lose workers through adjustment and therefore tend to be the primary industry in an integrated group are: the manufacture of products of petroleum and coal, which fell from 416,000 workers to 294,000; automobiles, bodies and parts, 498,000 to 436,000; textiles, 1,308,000 to 1,246,000; and iron and steel, 1,292,000 to 1,237,000.

The percentage of workers in the different industrial divisions after adjustment was made for secondary industries is shown in chart 10, page 74. Manufacturing claims the largest portion—nearly 11 million workers, about 44 percent of the total—and is followed by trade, with 5 million workers, and service with 3 million. More than three-fourths of the workers reported at the end of September were in these three industrial divisions. Pay rolls for the quarter were also concentrated in these three divisions, but the differences in wage rates make slight differences between the proportions of pay rolls and the proportions of workers in each division.⁵

⁵ It will also be recalled that while pay rolls are for all workers during July-September, the count of workers includes only those employed at the end of September.



• IV •

EMPLOYMENT SECURITY



Employment and Pay Rolls, 1938

THE COMPREHENSIVE DATA on employment and pay rolls for separate industries reported to the Social Security Board by State agencies are not only essential for the effective administration of the individual State programs but also important for study and interpretation of labor-market trends and other social and economic factors which must be considered in analyses of social insurance and social assistance.

Detailed tables and charts with a brief text introduction have already been issued by the Social Security Board showing employment and pay rolls of covered workers by States and by months for 8 industrial divisions and 70 major industry groups for the calendar year 1938.¹ Because of the significance of the data and the necessarily limited distribution of the processed memorandum, certain summary tables and brief comments on factors to be considered in interpretation of the data have been included in this summary of the 1939 operations of the employment security program.

Somewhat analogous data for 1939 employment and pay rolls are available from employer reports summarized by the Social Security Board for the old-age and survivors insurance program (see pp. 66-75). Any attempt to compare data from these two sources should take into account differences in coverage of the two programs, in reporting procedures, and in classification of firms and of industry groups.

An important difference between employment and pay-roll data collected under the employment security program and the old-age and survivors insurance program lies in the variation in coverage. While the Federal old-age insurance system covers employers of 1 or more, the State unemployment compensation systems vary in their size-of-firm provisions: in 1938, 28 States covered employers of 8 or more; 13 States covered employers of 3, 4, 5, or 7 or more; and only 10 jurisdictions covered employers of 1 or more. For the old-age and survivors insurance program the reports include only wages up to \$3,000 paid to an employee by any one employer; except for New

York, employment security records on which the accompanying tables are based include all wages payable to covered workers in 1938. Under the old-age and survivors insurance program employers are asked to report employees on the last day or last pay roll of the month; under the employment security program they report employees on the last pay roll of the month. A further reason for differences in the data collected under the two programs lies in differences in the classification of employers. Discrepancies arise chiefly in the coding of establishments engaged in activities carried on in more than one State or in more than one industry group.²

The types of employment covered by the old-age and survivors insurance program and State unemployment compensation laws are similar in most instances, although not always identical. Some employers operating the year around employ workers in subject employments but are exempt from contributions to the State unemployment compensation program because they do not employ the minimum number specified in the State law. Others are exempt because they do not operate their businesses over a long enough period in the year, even though they employ the minimum number of workers in employments subject to the State law. The former group is illustrated by retail trade and service, such as grocery stores and filling stations, and the latter by highly seasonal business enterprises such as resort hotels and canneries.

Limitations of Data Reported

Employers are required to report to State employment security agencies the number of workers employed during the last pay periods of all types ending within the month.³ Thus, if an employer has some workers who are paid weekly, others semimonthly, and still others monthly, the figure to be reported as "the number employed during

² See pp. 74-75 for a discussion of the method by which data for the old-age and survivors insurance program are adjusted to take account of these factors.

³ The revised statistical reporting instructions (ES-201), which became effective in January 1940, provide for quarterly data on wages and monthly data on employment based on identical firms reporting for consecutive calendar quarters. These data will supplement the annual report on employment and pay rolls in 1940. Quarterly rather than monthly data have been selected for pay rolls because the varying number of pay periods within a month distorts a monthly series.

¹ Social Security Board, *Employment and Pay Rolls in State Unemployment Compensation Systems, 1938*, Employment Security Memorandum No. 6, April 1940. Pt. I, *Introduction and Charts*, 97 pp.; Pt. II, *Tables*, 156 pp. Processed.

Table 1.—Unemployment compensation: Covered employment¹ in March, June, September, and December, and total and quarterly pay rolls, by States, 1938

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Statutory size-of-firm inclusion ² (number of workers)	Employment					Pay rolls (in thousands)				
		Monthly average ³	March	June	September	December	Total	First quarter	Second quarter	Third quarter	Fourth quarter
Alabama	8 or more	247,887	249,810	236,404	256,034	253,221	\$209,784	\$51,185	\$49,623	\$50,897	\$58,076
Alaska	do	10,759	6,219	14,874	14,189	6,275	18,784	2,192	4,843	8,079	3,661
Arizona	3 or more	58,604	56,964	58,983	58,302	63,402	78,141	18,897	19,347	18,660	21,237
Arkansas	1 or more	137,175	132,183	131,812	151,359	137,636	120,800	28,594	28,460	30,662	33,084
California	4 or more	1,271,447	1,247,262	1,261,056	1,307,092	1,267,425	1,997,281	464,936	493,244	506,731	532,377
Colorado	8 or more	136,886	130,259	136,363	143,299	138,788	178,400	41,926	42,450	45,132	48,892
Connecticut	5 or more	413,564	409,510	401,810	422,706	419,367	566,635	133,572	134,216	138,087	160,786
Delaware	1 or more	57,669	56,299	56,782	62,008	57,489	82,420	18,484	19,438	19,983	24,061
District of Columbia	do	158,321	157,919	158,258	159,838	164,530	210,033	50,084	51,146	52,002	56,801
Florida	8 or more	230,581	255,061	205,805	211,800	254,671	228,785	61,266	54,078	49,320	61,121
Georgia	do	330,585	342,083	322,956	339,391	333,453	302,364	71,796	72,464	74,247	83,837
Hawaii	1 or more	79,976	74,589	82,887	92,476	72,707	69,458	16,189	16,740	18,492	18,907
Idaho	do	60,032	52,681	64,201	65,692	61,217	70,835	15,420	17,340	19,172	18,903
Illinois	8 or more	1,603,086	1,613,271	1,563,034	1,629,955	1,607,431	2,411,555	530,523	532,678	538,549	569,739
Indiana	do	330,651	324,170	315,445	350,912	333,958	697,516	162,842	165,020	171,305	198,375
Iowa	do	241,140	235,969	236,386	254,336	241,066	294,774	68,113	71,286	74,185	80,690
Kansas	do	170,680	168,124	172,039	173,153	167,895	211,498	50,990	52,500	53,590	54,418
Kentucky	4 or more	265,986	257,666	254,119	280,081	270,372	295,313	67,994	69,336	77,530	80,453
Louisiana	8-4 or more	245,787	237,064	233,744	248,218	271,016	283,540	65,601	68,963	68,943	80,403
Maine	8 or more	134,364	128,415	132,305	142,628	132,634	143,804	34,065	34,152	37,540	38,047
Maryland	4 or more	344,077	342,228	339,558	354,990	345,492	410,931	96,308	100,595	101,627	112,401
Massachusetts	5 or more	927,841	915,945	913,021	921,070	961,329	1,245,715	290,042	301,384	303,701	350,588
Michigan	do	900,907	918,350	886,060	880,194	1,000,504	1,366,887	322,705	316,207	310,879	417,096
Minnesota	1 or more	397,142	370,183	411,902	420,434	397,151	512,311	115,163	127,880	133,696	135,572
Mississippi	8 or more	108,444	110,734	106,825	114,980	106,415	89,652	21,079	21,493	22,440	24,640
Missouri	do	544,126	542,663	539,966	555,291	552,196	708,723	168,137	173,225	176,176	191,185
Montana	1 or more	72,732	68,553	73,038	76,616	75,055	98,660	23,080	23,768	24,803	26,809
Nebraska	8 or more	116,424	112,184	118,463	118,432	114,922	147,053	36,046	34,217	37,540	39,340
Nevada	1 or more	22,885	20,469	23,534	23,534	22,870	33,568	7,077	8,587	9,039	8,895
New Hampshire	4 or more	99,008	96,063	95,551	106,664	101,132	104,631	24,014	24,870	27,338	28,409
New Jersey	8 or more	843,228	846,380	840,379	856,231	828,856	1,187,894	280,696	289,771	294,984	322,443
New Mexico	4 or more	142,591	142,502	142,227	142,355	141,843	51,591	12,603	12,576	12,798	13,614
New York	do	3,051,981	3,053,013	3,001,566	3,118,070	3,049,459	4,282,809	1,108,152	1,070,031	1,040,101	1,064,525
North Carolina	8 or more	498,604	440,833	432,182	459,673	432,422	671,348	84,927	87,349	93,635	104,687
North Dakota	do	31,787	28,296	32,786	35,551	31,728	18,893	8,483	9,348	10,542	10,498
Ohio	3 or more	1,314,765	1,271,682	1,309,634	1,352,996	1,327,295	1,854,718	439,420	450,787	455,991	508,520
Oklahoma	8 or more	189,920	191,280	186,481	193,078	188,479	250,612	61,411	62,081	61,963	65,157
Oregon	4 or more	142,060	131,458	141,533	155,250	136,690	216,815	47,865	52,040	57,285	57,054
Pennsylvania	1 or more	2,251,776	2,268,887	2,195,556	2,286,746	2,257,916	2,791,261	669,688	673,525	692,811	755,237
Rhode Island	4 or more	175,978	166,586	166,425	184,303	191,997	208,978	48,139	48,500	51,233	61,156
South Carolina	8 or more	192,258	194,959	184,892	198,956	189,473	153,976	36,707	36,274	38,592	42,403
South Dakota	do	35,092	31,931	36,458	37,345	35,530	41,740	9,260	10,212	10,795	11,473
Tennessee	do	298,804	300,181	287,578	310,162	305,979	306,862	74,058	72,863	75,966	83,975
Texas	do	672,704	688,308	648,087	662,431	695,741	837,508	203,211	206,536	209,605	218,156
Utah	4 or more	75,381	70,007	74,507	79,253	79,120	96,486	22,549	23,037	24,140	26,760
Vermont	8 or more	46,544	43,475	47,493	48,671	48,237	53,204	12,047	12,902	13,694	14,561
Virginia	do	116,033	117,000	105,223	130,600	131,406	347,623	83,164	83,012	87,198	94,249
Washington	do	262,619	254,683	264,642	285,702	260,579	354,619	82,156	88,915	94,417	99,131
West Virginia	do	278,597	287,459	265,181	281,336	277,569	340,924	82,597	78,796	85,447	94,084
Wisconsin	7 or more	430,210	426,114	437,682	434,819	415,987	607,054	143,701	147,569	152,338	163,214
Wyoming	1 or more	39,587	35,944	40,579	44,482	38,518	51,814	11,454	12,270	14,024	14,066

¹ Figures represent total number of covered workers on each of the following types of pay rolls: last weekly pay roll, last semimonthly pay roll, monthly pay roll, and last of any other type of pay roll used by reporting units. In interpreting data, size-of-firm coverage in the respective State laws should be considered.

² "Size of firm" represents number of different individuals who must have worked in a specified number of weeks in the current or preceding calendar year for a given employer before that employer becomes subject to State unemployment compensation law.

³ Based on data for 12 months unless otherwise indicated.

⁴ Effective Oct. 1, 1938, size-of-firm inclusion changed from employers of 8 or more workers within 20 weeks of the current or preceding calendar year to 4 or more in 20 weeks or 12 or more in 10 weeks in 1938 or any subsequent year.

⁵ Monthly employment data not reported; figures represent average monthly employment during quarter.

⁶ Pay-roll figures include that part of any worker's annual wage in excess of \$3,000, although such excess is not taxable under State law.

⁷ Based on data for 8 months (March and June-December).

⁸ Employment figures include sum of all employees on monthly pay rolls

plus highest number on semimonthly, weekly, and any other pay rolls; hence data not strictly comparable to those for other States. Pay-roll figures exclude that part of any worker's annual wage in excess of \$3,000.

⁹ Excludes approximately 10,850 workers reported under temporary numbers each month and approximately \$12,000,000 in wages reported for such employees; includes 15,000-24,000 domestic-service workers and \$30,139,000 in wages reported for domestic service covered by State law.

¹⁰ Adjusted for 8,204 workers and \$750,000 undistributed by months or quarters.

¹¹ Includes \$22,000 undistributed by quarters.

¹² Data for first quarter not strictly comparable to those for subsequent quarters.

¹³ Adjusted for 12,649 workers and \$2,571,000 undistributed by months or quarters.

¹⁴ Based on data for the 4 months shown.

¹⁵ Based on data for 9 months (April-December).

¹⁶ Not reported.

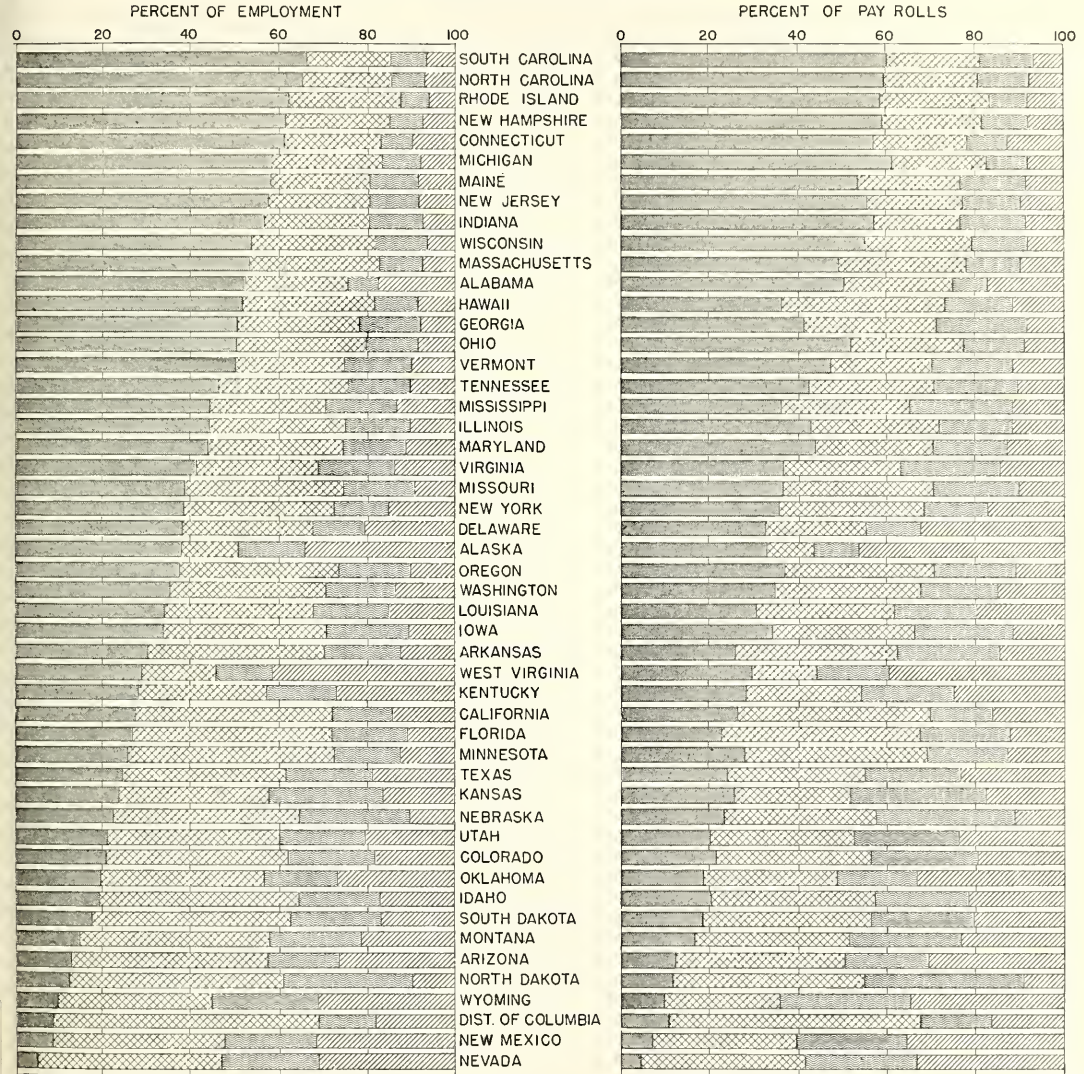
¹⁷ Pay-roll figures include \$12,980,000 paid to government employees (other than Federal) covered by State law; total includes \$232,000 undistributed by quarters.

the last pay periods ending within the month" represents the sum of the workers on the last weekly pay roll, those on the last semimonthly pay roll, and those on the monthly pay roll. Should the employer have other types of pay periods, such

as 10-day or daily, the number on the last of each type ending within the month is included.

This method of counting employed workers is similar to the one used by the United States Bureau of Labor Statistics which requests the

Chart 1.—Unemployment compensation: Percentage distribution of average monthly covered employment and taxable pay rolls by industrial divisions, 50 States, 1938¹



¹ See tables 2 and 4, pp. 82 and 87.

Table 2.—Unemployment compensation: Covered employment in March, June, September, and December, and total and quarterly pay rolls, by principal industrial divisions and by States, 1938

State and minimum size-of-firm inclusion	Employment ¹					Pay rolls (in thousands)					Employment ¹					Pay rolls (in thousands)				
	Monthly average	March	June	September	December	Total	First quarter	Second quarter	Third quarter	Fourth quarter	Monthly average	March	June	September	December	Total	First quarter	Second quarter	Third quarter	Fourth quarter
Mining (major industry groups 10-14; see p. 149)																				
Alabama (8)	27,249	27,870	24,615	26,356	28,679	\$23,744	\$6,237	\$5,310	\$5,252	\$6,945	12,139	10,864	12,597	12,737	12,796	\$7,317	\$1,579	\$1,935	\$1,935	\$2,012
Alaska (8)	3,263	2,443	4,117	4,190	2,349	7,929	1,122	3,516	3,586	4,337	4,224	3,791	4,837	3,667	4,236	5,838	1,501	1,556	1,281	1,505
Arizona (8)	9,571	9,802	9,739	9,839	10,074	15,327	3,789	3,815	3,586	4,337	4,224	3,791	4,837	3,667	4,236	5,838	1,501	1,556	1,281	1,505
Arkansas (4)	7,457	8,617	6,742	8,687	8,933	13,962	1,977	1,706	2,289	2,367	5,148	3,078	4,337	7,152	6,753	8,794	18,170	22,597	23,213	24,014
California (8)	36,421	36,614	37,242	36,373	33,952	68,923	17,007	17,521	17,504	16,891	60,687	57,508	60,380	63,481	61,523	97,944	1,498	1,962	2,014	1,869
Colorado (8)	14,156	14,981	12,504	14,333	14,909	18,371	4,974	3,967	3,430	3,729	12,526	10,826	13,007	14,343	13,689	18,483	3,440	4,703	4,703	5,009
Connecticut (6)	171	129	115	234	194	169	41	242	255	329	13,007	11,926	14,143	15,387	12,017	14,799	3,424	4,061	4,061	4,975
Delaware (1)	0	0	0	0	0	0	0	0	0	0	13,007	11,926	14,143	15,387	12,017	14,799	3,424	4,061	4,061	4,975
District of Columbia (1)	2,882	2,884	2,728	2,884	3,088	2,703	697	693	710	693	13,887	12,055	13,012	15,031	12,929	2,834	3,248	3,248	4,061	4,155
Florida (8)	1,597	1,611	1,619	1,548	1,597	1,084	250	261	260	313	15,172	16,817	17,311	17,101	11,966	8,910	2,004	2,009	2,266	2,296
Georgia (8)	64	68	65	65	59	52	14	16	11	11	5,122	4,586	5,190	5,539	5,432	4,878	1,027	1,233	1,283	1,325
Hawaii (1)	5,499	5,227	5,744	5,432	5,511	9,219	2,407	2,303	2,148	2,361	36,003	32,633	38,390	43,856	29,138	12,413	2,004	2,004	2,004	2,296
Idaho (1)	41,046	44,159	33,982	43,096	46,341	48,095	12,786	8,612	11,071	15,626	13,194	11,790	15,041	15,042	10,388	14,590	4,592	4,592	4,592	5,198
Illinois (8)	11,906	12,410	10,859	12,413	11,794	14,256	3,877	2,988	3,343	3,048	13,194	11,790	15,041	15,042	10,388	18,804	4,202	4,568	5,180	4,964
Indiana (8)	6,115	6,962	4,078	6,523	7,250	16,983	1,643	1,090	1,201	1,901	11,106	7,469	13,123	14,100	8,865	12,256	1,775	1,775	1,775	3,096
Iowa (8)	15,105	17,149	14,805	16,129	15,215	22,665	6,174	5,465	5,530	5,496	7,895	6,135	8,698	8,905	8,004	10,047	1,177	1,530	2,018	1,992
Kansas (6)	53,015	51,301	48,976	60,965	53,658	51,301	11,278	10,144	15,134	14,515	11,078	9,420	13,420	14,259	9,044	10,735	1,824	2,359	2,797	2,854
Kentucky (8)	12,642	12,292	12,432	13,187	12,432	23,388	3,445	610	720	102	12,674	10,827	12,506	15,512	14,763	3,077	3,574	3,574	3,574	4,384
Louisiana (8)	278	272	331	298	224	388	65	101	120	102	4,325	2,076	5,510	5,642	3,756	1,099	1,099	1,099	1,328	1,375
Maine (8)	2,487	2,541	2,703	2,613	2,629	2,335	586	517	567	635	18,384	16,304	21,696	18,773	15,824	4,093	4,337	4,543	5,081	5,453
Maryland (4)	2,809	2,779	2,484	2,426	2,394	2,394	586	517	567	635	22,150	21,696	22,224	23,771	21,696	8,407	6,237	6,237	6,237	8,478
Massachusetts (8) ¹	16,234	16,910	16,031	15,523	15,613	20,586	5,629	5,021	4,663	5,276	19,265	12,917	23,078	24,084	16,755	20,580	8,225	8,225	8,225	8,729
Michigan (8)	8,386	7,551	9,027	9,107	7,519	11,721	2,854	2,973	3,035	2,859	10,631	9,642	13,047	11,863	7,404	6,558	3,750	3,750	3,750	4,440
Minnesota (8)	8,386	7,551	9,027	9,107	7,519	11,721	2,854	2,973	3,035	2,859	10,631	9,642	13,047	11,863	7,404	6,558	3,750	3,750	3,750	4,440
Mississippi (8)	8,832	9,415	7,125	9,318	9,726	8,615	2,232	1,768	2,021	2,594	14,522	14,445	16,156	15,372	12,905	18,418	3,654	4,582	5,086	5,096
Missouri (8)	8,832	9,415	7,125	9,318	9,726	8,615	2,232	1,768	2,021	2,594	14,522	14,445	16,156	15,372	12,905	18,418	3,654	4,582	5,086	5,096
Montana (1)	8,784	9,205	7,231	8,402	10,369	13,970	3,879	3,213	2,861	4,023	3,786	2,983	4,599	4,388	3,244	4,246	868	1,179	1,180	1,019
Nebraska (8)	616	394	785	784	488	473	58	129	165	121	3,786	2,908	4,667	7,684	7,887	4,571	6,087	1,028	1,423	1,723
Nevada (1)	5,352	5,177	5,113	5,380	5,679	8,758	2,068	2,144	2,267	2,326	3,131	2,982	7,984	1,889	4,415	1,989	283	580	634	692
New Hampshire (4)	3,122	3,210	3,088	2,959	3,216	4,715	1,099	1,156	1,117	1,413	3,680	2,137	4,465	4,839	3,497	985	1,141	1,141	1,141	1,492
New Jersey (8)	3,122	3,210	3,088	2,959	3,216	4,715	1,099	1,156	1,117	1,413	3,680	2,137	4,465	4,839	3,497	985	1,141	1,141	1,141	1,492
New Mexico (4)	9,441	10,190	9,108	9,016	9,627	13,400	3,448	3,200	3,211	3,591	18,384	16,304	21,696	18,773	15,824	4,093	7,137	8,561	8,834	9,886
New York (4)	5,671	5,747	5,583	5,379	5,292	7,532	1,741	1,889	1,941	1,981	100,992	95,933	117,305	122,029	106,581	101,361	912	1,112	1,040	1,040
North Carolina (8)	1,795	1,754	2,091	1,983	1,597	1,164	252	304	323	285	7,184	7,222	20,441	19,231	17,420	12,574	2,333	3,128	3,389	3,507
North Dakota (8)	27,334	27,534	25,774	27,841	29,965	6,572	6,172	6,790	7,587	9,046	37,039	36,176	37,244	39,576	32,371	50,651	1,460	1,855	1,855	2,450
Oakland (4)	34,376	35,420	33,141	33,435	32,146	57,065	14,301	13,301	13,517	14,166	7,412	7,412	7,412	7,412	8,549	6,555	2,007	2,007	2,007	2,450
Oregon (4)	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215
Pennsylvania (1)	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215
Rhode Island (4)	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215	(1) ¹ 215
South Carolina (8)	1,240	1,255	1,195	1,299	1,210	908	244	237	247	247	3,737	3,737	3,737	3,737	3,737	3,737	3,737	3,737	3,737	3,737
South Dakota (8)	2,629	2,682	2,846	2,926	2,790	2,547	1,196	1,302	1,215	1,501	2,401	2,401	2,401	2,401	2,401	2,401	2,401	2,401	2,401	2,401
Tennessee (8)	11,694	12,902	10,735	11,803	11,236	10,705	2,758	2,758	2,758	2,885	12,069	10,680	12,599	13,362	12,599	10,131	8,216	9,363	9,658	9,773
Texas (8)	64,363	68,610	63,391	61,218	60,872	115,111	29,031	29,798	29,102	27,870	40,267	43,299	38,915	42,149	39,546	37,925	8,194	8,194	8,194	8,266
Utah (1)	3,282	3,379	3,379	3,379	3,379	3,379	1,158	1,158	1,158	1,158	3,379	3,379	3,379	3,379	3,379	3,379	3,379	3,379	3,379	3,379
Vermont (8)	15,684	15,684	15,684	15,684	15,684	15,684	1,158	1,158	1,158	1,158	15,684	15,684	15,684	15,684	15,684	15,684	15,684	15,684	15,684	15,684
Washington (8)	4,462	4,462	4,462	4,462	4,462	4,462	1,158	1,158	1,158	1,158	4,462	4,462	4,462	4,462	4,462	4,462	4,462	4,462	4,462	4,462
West Virginia (8)	106,629	113,571	100,870	104,537	105,259	121,947	30,355	25,892	31,364	34,354	5,638	4,725	6,958	7,176	3,338	5,005	1,029	1,029	1,029	1,455
Wisconsin (7)	2,000	1,976	2,038	2,117	2,117	2,117	628	628	734	740	10,944	8,800	11,907	14,366	8,800	11,907	2,755	2,755	2,755	3,109
Wyoming (1)	8,318	8,053	8,053	8,053	8,053	8,053	3,071	3,071	3,271	3,489	3,699	2,311	4,815	5,563	2,442	4,413	1,141	1,141	1,141	1,594

and utilities (major industry groups 40-46, 48, 49; see p. 149) is

[illegible]

Finance, insurance, and real estate (major industry groups 60-66; see p. 149)

	3,142	3,171	3,124	3,172	3,002	\$4,170	\$1,045	\$1,039	\$1,028	\$1,064
3,142	31	23	23	31	23	31	23	23	31	23
1,156	1,088	1,249	1,181	1,181	1,181	1,853	440	458	467	522
3,281	3,307	3,240	3,331	3,291	3,291	4,246	1,023	1,042	1,023	1,154
62,107	62,594	61,732	61,063	61,412	61,412	104,455	25,235	25,618	25,835	27,767
4,207	4,323	4,311	4,224	4,222	4,222	7,031	1,702	1,735	1,705	1,889
2,149	2,143	2,143	2,143	2,143	2,143	10,300	10,300	10,300	10,792	11,806
2,219	2,189	2,196	2,225	2,222	2,222	4,959	1,207	1,231	1,207	1,343
15,140	14,601	15,143	15,146	15,146	15,146	19,859	4,812	4,981	4,877	5,365
7,212	7,649	6,923	6,880	7,131	9,033	2,631	2,365	2,277	2,277	2,637

Manufacturing (major industry groups 20-33, 35-39; see p. 149)

Alabama (8)	129,232	132,397	120,891	135,049	139,176	\$106,253	\$29,829	\$24,931	\$26,097	\$29,330
Alaska (8)	4,639	4,740	4,840	4,940	5,040	5,140	5,240	5,340	5,440	5,540
Arizona (3)	7,328	7,142	7,830	7,232	7,737	7,476	7,230	7,403	7,358	7,615
Arkansas (1)	41,256	40,727	39,857	45,619	39,762	31,116	7,214	7,403	7,328	8,383
California (4)	345,928	332,054	333,229	373,084	329,694	532,477	120,921	129,579	139,713	142,255
Colorado (8)	25,404	25,927	27,911	29,823	29,123	38,813	8,331	9,008	9,742	11,012
Connecticut (1)	92,840	92,822	92,814	99,025	99,760	92,815	77,299	74,499	78,109	92,911
Delaware (1)	23,660	23,660	23,660	23,660	23,660	23,660	23,660	23,660	23,660	23,660
District of Columbia (1)	13,514	13,448	13,261	13,283	13,283	13,283	13,283	13,283	13,283	13,283
Florida (8)	61,020	66,207	56,782	58,254	63,490	51,240	13,093	12,578	11,774	13,786
Georgia (8)	167,145	171,085	159,533	175,430	170,630	126,195	29,304	29,201	31,650	35,040
Hawaii (8)	36,976	37,000	37,000	37,000	37,000	37,000	37,000	37,000	37,000	37,000
Idaho (1)	11,427	11,477	11,477	11,477	11,477	11,477	11,477	11,477	11,477	11,477
Illinois (8)	704,819	716,690	677,191	703,169	700,834	608,669	93,988	93,988	93,988	93,988
Indiana (8)	294,451	290,950	285,589	313,630	300,849	300,849	300,849	300,849	300,849	300,849
Iowa (8)	80,088	78,759	76,165	84,740	80,926	100,948	23,586	23,602	23,955	27,465
Kansas (8)	40,094	39,732	40,000	40,247	38,844	54,023	12,849	13,691	13,427	13,964
Kentucky (8)	4,404	4,404	4,404	4,404	4,404	4,404	4,404	4,404	4,404	4,404
Louisiana (8)	57,677	57,677	57,677	57,677	57,677	57,677	57,677	57,677	57,677	57,677
Maine (8)	78,057	75,941	75,941	85,208	76,842	76,842	76,842	76,842	76,842	76,842
Maryland (4)	150,847	147,020	148,989	156,300	150,847	180,197	41,725	43,795	44,498	50,179
Massachusetts (8)	422,024	437,411	471,471	494,952	516,963	513,077	141,017	145,248	151,221	172,591
Michigan (8)	525,356	537,610	464,441	509,958	516,697	535,540	191,627	185,650	184,423	185,650
Minnesota (8)	181,480	181,480	181,480	181,480	181,480	181,480	181,480	181,480	181,480	181,480
Mississippi (8)	47,889	55,548	41,480	59,548	59,548	62,948	35,603	36,970	38,164	40,582
Missouri (8)	207,733	206,889	202,888	210,909	212,542	213,715	60,459	62,239	63,972	66,771
Montana (1)	10,691	9,798	9,648	11,741	11,988	16,440	9,803	9,847	9,847	9,847
Nebraska (8)	25,857	24,928	25,245	25,737	25,699	33,821	7,808	8,345	8,345	8,345
Nevada (1)	1,038	978	1,042	1,036	1,036	1,036	1,036	1,036	1,036	1,036
New Hampshire (4)	61,107	63,045	50,931	62,561	62,864	61,722	13,816	13,816	13,816	13,816
New Jersey (8)	484,994	483,985	472,918	495,057	473,433	601,997	155,127	159,739	164,716	182,345
New Mexico (4)	43,041	43,071	43,071	43,071	43,071	43,071	43,071	43,071	43,071	43,071
New York (4)	1,161,493	1,188,151	1,091,111	1,209,169	1,267,088	1,332,032	381,740	383,473	378,447	405,542
North Carolina (8)	258,586	291,018	283,245	294,293	300,543	311,559	50,602	50,549	50,502	50,549
North Dakota (8)	65,788	63,613	64,967	66,179	64,476	64,962	983	1,101	1,263	1,365
Ohio (8)	65,788	63,613	64,967	66,179	64,476	64,962	983	1,101	1,263	1,365
Oklahoma (8)	36,967	39,639	36,444	37,119	37,613	42,535	22,914	23,968	24,784	27,239
Oregon (4)	53,198	47,765	53,717	60,698	50,496	50,043	15,577	16,222	17,113	18,100
Pennsylvania (1)	104,210	102,353	104,724	114,449	122,104	121,997	28,551	27,670	29,719	35,934
Rhode Island (8)	127,347	131,551	121,586	131,883	126,937	92,634	27,269	27,269	27,269	27,269
South Carolina (8)	6,063	5,576	6,126	147,384	140,108	130,042	29,784	30,456	31,224	35,583
Tennessee (8)	138,588	134,759	131,462	147,931	140,108	130,042	29,784	30,456	31,224	35,583
Texas (8)	102,841	105,431	106,725	103,001	101,034	101,034	101,034	101,034	101,034	101,034
Utah (4)	13,857	13,544	15,866	18,642	15,735	19,381	4,549	4,549	4,549	4,549
Vermont (8)	34,705	32,754	32,905	33,651	34,619	35,796	5,916	5,916	5,916	5,916
Virginia (8)	92,105	89,326	92,339	93,817	94,001	97,927	30,452	30,719	32,940	33,800
Washington (8)	92,105	89,326	92,339	93,817	94,001	97,927	30,452	30,719	32,940	33,800
West Virginia (8)	80,525	82,498	72,786	82,852	82,721	100,948	23,586	23,602	23,955	27,465
Wisconsin (7)	230,011	235,099	235,131	224,855	221,524	234,212	81,063	81,192	82,331	89,547
Wyoming (0)	3,815	3,383	3,596	4,102	4,103	5,070	1,061	1,102	1,218	1,589

Wholesale and retail trade (major industry groups 50-57, 71, 75; see p. 149)

Alabama (8)	44,522	43,322	45,741	45,162	\$9,913	\$0,470	\$10,590	\$11,575
Alaska (8)	1,001	870	1,389	1,171	1,840	300	400	424
Arizona (8)	11,553	18,353	12,236	21,360	22,759	5,328	5,651	5,372
Arkansas (1)	491	483	426	491	491	8,418	8,379	9,454
California (4)	385,533	390,283	409,732	402,326	421,992	13,918	13,710	19,053
Colorado (8)	393,811	385,533	390,283	409,732	402,326	11,972	12,093	27,014
Connecticut (8)	43,703	41,616	42,000	40,401	45,023	95,902	23,803	23,037
Delaware (1)	70,082	69,933	69,014	70,257	72,637	22,558	23,303	3,559
Florida (1)	13,427	13,163	13,993	13,324	14,702	3,431	3,616	4,170
Georgia (1)	65,165	63,147	64,365	64,365	64,365	19,092	18,652	19,297
Idaho (1)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Illinois (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Indiana (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Iowa (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Kansas (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Kentucky (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Louisiana (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Maine (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Massachusetts (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Michigan (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Minnesota (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Mississippi (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Missouri (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Montana (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Nebraska (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Nevada (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
New Hampshire (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
New Jersey (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
New Mexico (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
New York (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
North Carolina (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
North Dakota (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Ohio (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Oklahoma (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Oregon (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Pennsylvania (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Rhode Island (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
South Carolina (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
South Dakota (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Tennessee (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Texas (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Utah (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Vermont (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Virginia (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Washington (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
West Virginia (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Wisconsin (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081
Wyoming (8)	70,919	86,453	68,058	70,061	79,092	18,652	19,297	22,081

See footnotes at end of table.

See footnotes at end of table.

Table 2.—Unemployment compensation: Covered employment in March, June, September, and December, and total and quarterly pay rolls, by principal industrial divisions and by States, 1938—Continued

State and minimum size-of-firm inclusion	Employment ¹					Pay rolls (in thousands)					Pay rolls (in thousands)										
	Month-ly aver- age	March	June	Sep-tember	Decem-ber	Total	First quarter	Second quarter	Third quarter	Fourth quarter	Month-ly aver- age	March	June	Sep-tember	Decem-ber	Total	First quarter	Second quarter	Third quarter	Fourth quarter	
Wholesale and retail trade (major industry groups 50-57, 71, 75; see p. 149)																					
Georgia (3)	70,742	73,400	69,193	71,679	75,050	\$73,956	\$17,345	\$17,833	\$17,500	\$21,478	8,761	8,914	8,759	8,661	8,458	\$13,137	\$3,155	\$3,268	\$3,189	\$3,525	
Hawaii (1)	17,646	17,194	17,586	17,880	18,335	19,837	4,534	4,735	4,822	5,076	1,647	1,666	1,925	1,560	1,797	1,938	716	724	722	913	
Idaho (1)	20,913	19,194	20,888	22,641	22,723	24,997	5,137	5,187	5,484	5,927	1,047	1,055	1,096	1,096	1,098	1,031	321	315	312	335	
Illinois (3)	395,648	372,825	385,053	374,153	390,759	122,697	32,679	32,679	32,679	32,679	74,257	74,985	73,878	73,878	72,940	127,638	30,139	31,629	31,335	33,855	
Indiana (3)	94,739	98,611	101,463	103,483	105,483	19,267	25,379	27,638	27,582	31,415	4,720	4,818	4,965	4,931	5,007	4,650	3,668	3,632	3,621	3,731	
Iowa (3)	47,573	47,239	48,565	47,248	48,946	10,365	11,311	11,895	11,935	12,475	4,514	4,541	4,651	4,493	4,351	4,703	1,709	1,737	1,731	1,833	
Kansas (3)	61,807	61,722	57,768	63,481	64,336	11,043	15,131	15,216	15,371	17,209	2,837	2,857	2,861	2,891	2,877	9,931	1,809	2,528	2,990	2,683	
Kentucky (4)	62,034	59,756	58,420	72,378	68,999	10,047	16,163	16,050	20,739	20,739	2,479	2,492	2,532	2,489	2,521	11,992	2,872	3,017	2,760	3,343	
Louisiana (3)	42,201	23,077	24,502	24,791	28,513	6,499	6,929	7,093	8,042	8,042	2,570	2,436	2,532	2,459	2,365	4,370	1,023	1,074	1,060	1,177	
Maine (3)	29,279	31,342	75,698	83,109	83,319	84,661	20,393	20,641	20,641	23,545	17,331	18,269	17,500	17,107	16,580	76,128	6,532	6,761	6,640	7,195	
Maryland (4)	217,467	219,771	219,771	219,771	219,771	219,771	219,771	219,771	219,771	219,771	43,791	44,256	46,330	43,628	40,950	76,795	18,317	18,774	20,441	20,441	
Massachusetts (3)	174,646	176,903	169,671	171,021	173,425	295,539	68,574	73,116	73,116	83,349	28,473	29,373	29,948	27,387	27,107	49,243	12,407	12,246	11,892	12,728	
Michigan (3)	144,871	136,934	150,726	150,818	153,600	183,139	37,650	41,940	42,075	45,024	19,942	20,478	20,667	20,373	20,145	28,525	6,654	7,251	7,086	7,696	
Minnesota (1)	21,829	21,804	21,692	21,781	23,317	21,815	5,050	5,208	5,210	6,237	2,086	2,340	2,524	2,494	2,393	2,900	916	935	945	1,057	
Mississippi (3)	154,876	154,805	156,892	158,008	159,356	195,947	46,901	48,704	47,162	53,177	26,228	26,415	26,640	26,301	25,791	40,599	6,168	6,587	6,587	7,109	
Montana (1)	23,677	22,457	23,570	24,223	24,223	4,693	6,015	6,991	10,485	10,415	1,755	1,773	1,773	1,755	1,689	3,577	2,333	2,365	2,375	2,500	
Nebraska (3)	38,830	38,331	37,405	37,209	38,822	8,871	1,039	2,238	2,340	2,354	3,256	3,256	3,202	3,022	2,852	5,865	86	101	89	100	
Nevada (3)	17,071	16,118	17,465	17,565	17,869	18,232	4,491	4,634	4,634	5,038	1,875	1,850	1,896	1,904	1,937	3,319	775	806	849	889	
New Hampshire (4)	138,700	140,133	140,028	140,021	142,009	194,691	45,795	47,178	47,058	54,663	40,816	43,927	43,530	37,899	37,725	69,781	18,089	18,125	16,000	17,080	
New Jersey (3)	12,540	12,824	12,690	12,822	13,962	3,528	3,528	3,528	3,528	3,528	5,112	5,112	5,112	5,112	5,112	416,393	15,954	15,954	15,954	17,173	
New Mexico (4)	71,000	72,530	73,000	73,000	73,000	73,000	73,000	73,000	73,000	73,000	275,519	275,519	275,519	275,519	275,519	106,883	99,270	94,212	94,212	94,212	
New York (4)	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	275,519	275,519	275,519	275,519	275,519	106,883	99,270	94,212	94,212	94,212	
North Carolina (3)	13,340	12,808	13,095	13,840	14,703	3,225	3,598	3,598	3,598	4,023	658	639	639	639	668	13,319	3,191	3,232	3,237	3,622	
North Dakota (3)	305,787	302,303	312,377	317,890	330,471	385,401	94,565	95,612	94,498	100,850	45,904	44,198	48,026	46,245	45,208	76,335	18,320	19,124	20,133	20,133	
Ohio (3)	54,596	53,897	53,624	54,877	57,724	10,173	14,572	14,936	14,837	16,837	3,235	3,235	3,357	3,096	3,116	7,410	1,736	1,890	1,798	1,937	
Oklahoma (3)	28,053	28,053	28,053	28,053	28,053	28,053	28,053	28,053	28,053	28,053	4,446	4,400	4,538	4,450	4,219	6,807	1,645	1,658	1,658	1,731	
Oregon (4)	33,363	35,664	34,956	38,140	42,117	9,832	10,235	10,681	11,969	11,969	3,069	3,069	3,029	3,089	3,029	9,312	2,212	2,268	2,268	2,524	
Pennsylvania (1)	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	
Rhode Island (4)	29,279	28,446	27,342	31,622	29,760	27,730	6,449	6,600	6,784	7,917	1,323	1,348	1,351	1,322	1,322	2,162	516	538	521	589	
South Carolina (3)	13,451	12,810	13,597	13,830	14,589	13,897	3,107	3,400	3,473	3,917	1,796	1,796	1,885	1,911	1,822	2,106	283	285	326	326	
South Dakota (3)	68,525	72,104	65,477	67,748	71,709	17,836	17,836	17,836	17,836	17,836	6,581	6,431	6,408	6,408	6,234	8,962	2,066	2,267	2,552	2,552	
Tennessee (3)	192,586	193,899	183,574	193,518	201,969	201,415	50,532	51,165	50,206	57,116	18,063	18,278	18,140	18,140	17,937	28,538	6,559	6,559	6,559	7,180	
Texas (3)	23,639	22,027	22,496	23,496	24,936	5,893	5,893	5,893	5,893	6,212	1,145	1,128	1,125	1,190	1,177	2,379	518	554	547	599	
Utah (4)	16,733	16,733	16,733	16,733	16,733	16,733	16,733	16,733	16,733	16,733	1,145	1,128	1,125	1,190	1,177	2,379	518	554	547	599	
Vermont (3)	9,138	8,511	9,491	9,491	9,491	9,491	9,491	9,491	9,491	9,491	8,555	8,555	8,435	8,492	8,222	9,982	3,652	3,652	3,652	3,719	
Virginia (3)	71,718	68,682	71,722	72,092	74,572	97,596	23,524	24,274	24,274	27,291	8,528	8,725	8,970	8,874	8,706	12,974	3,336	3,459	3,459	3,742	
West Virginia (3)	35,883	35,622	35,622	36,281	36,084	9,859	10,123	9,993	11,102	11,102	3,199	3,275	3,317	3,317	3,261	1,291	1,291	1,291	1,291	1,291	
Wisconsin (7)	86,500	85,922	86,137	87,533	86,394	111,194	27,222	27,222	27,222	30,639	14,432	14,515	14,411	14,468	14,150	26,590	6,511	6,511	6,511	6,988	
Wyoming (1)	10,101	9,525	10,306	10,719	10,619	2,437	2,437	2,437	2,437	2,754	473	470	470	470	470	545	122	130	130	132	
Miscellaneous (major industry groups 67, 68, 85, and others not elsewhere classified; see p. 149)																					
Alabama (3)	13,285	13,694	14,409	12,733	12,314	\$9,495	\$2,312	\$2,329	\$2,472	\$2,472	910	846	837	964	912	\$576	\$150	\$128	\$141	\$157	
Alaska (3)	6,352	6,352	6,352	6,352	6,352	6,352	6,352	6,352	6,352	6,352	407	459	387	420	385	656	166	163	153	174	
Arizona (3)	14,428	14,655	13,925	13,518	10,003	2,737	7,891	7,475	8,321	8,321	1,149	1,226	1,145	1,226	1,225	1,088	219	250	250	365	
Arkansas (1)	173,783	169,545	175,980	173,752	176,195	311,207	73,420	72,705	72,705	72,705	25,290	25,187	25,187	25,023	23,176	37,248	13,474	14,344	14,344	14,344	
California (4)	173,783	169,545	175,980	173,752	176,195	311,207	73,420	72,705	72,705	72,705	3,463	3,865	3,739	3,779	3,604	2,082	1,018	1,171	1,018	1,315	
Colorado (3)	13,201	12,698	14,285	13,759	12,223	2,995	3,077	3,077	3,077	3,077	3,463	3,865	3,739	3,779	3,604	2,082	1,018	1,171	1,018	1,315	
Connecticut (5)	20,700	19,340	21,027	21,053	22,520	5,968	6,054	6,151	6,151	6,151	3,463	3,865	3,739	3,779	3,604	2,082	1,018	1,171	1,018	1,315	
Delaware (1)	3,920	3,808	4,105	4,057	3,959	4,263	908	908	908	908	540	566	520	571	520	18,726	4,143	3,996	4,143	4,603	
District of Columbia (1)	30,011	31,057	31,072	32,922	30,214	9,752	9,617	9,752	9,752	10,533	1,286	1,090	1,298	953	964	252	255	252	252	252	

employment count for pay periods ending nearest the 15th of each month. Unemployment compensation reports, however, include all persons whose wages are subject to contributions, whereas, except for some industries, the Bureau of Labor Statistics reports include wage earners and exclude corporation officers, executives, and other employees whose duties are mainly supervisory. Pay-roll data collected by State employment

security agencies differ from those collected by the Bureau of Labor Statistics because they usually include as "wages" the cash value of such items as tips, bonuses, and meals, in addition to cash remuneration for employment; these perquisites are regarded as taxable wages under most State laws.

Employment data reported to the State agencies are necessarily based on the place of employ-

Table 3.—Unemployment compensation: Covered employment in March, June, September, and December, and total and quarterly pay rolls in interstate railroads, by States, 1938¹

State	Statutory size-of-firm inclusion (number of workers)	Employment					Pay rolls (in thousands)				
		Monthly average	March	June	September	December	Total	First quarter	Second quarter	Third quarter	Fourth quarter
Alabama.....	8 or more.....	(²)	(²)	(²)	(²)	(²)	(²)	(²)	(²)	(²)	(²)
Alaska.....	do.....	402	335	348	547	250	\$718	\$120	\$161	\$241	\$196
Arizona.....	3 or more.....	5,190	5,059	4,961	5,358	5,447	9,261	2,320	2,252	2,304	2,385
Arkansas.....	1 or more.....	13,632	13,795	12,678	14,418	13,026	15,527	4,063	4,404	4,699	4,941
California.....	4 or more.....	54,674	59,699	56,162	58,160	55,085	95,083	23,562	23,700	23,308	24,363
Colorado.....	8 or more.....	14,645	13,044	14,474	16,213	15,172	25,014	5,878	5,806	6,683	6,647
Connecticut.....	5 or more.....	9,241	8,749	9,140	10,542	9,208	17,265	4,135	4,145	4,436	4,670
Delaware.....	1 or more.....	3,829	3,776	3,695	3,677	4,306	6,508	1,646	1,559	1,560	1,743
District of Columbia.....	do.....	4,597	4,961	4,111	4,136	6,151	8,293	2,244	1,996	1,917	2,136
Florida.....	8 or more.....	15,815	17,288	14,345	14,718	17,828	22,778	6,365	5,546	5,015	5,852
Georgia.....	do.....	24,421	25,533	23,814	23,451	24,960	36,401	9,380	8,971	8,824	9,226
Hawaii.....	1 or more.....	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)
Idaho.....	do.....	6,660	5,071	5,459	6,530	5,614	9,363	2,114	2,152	2,516	2,581
Illinois.....	8 or more.....	112,279	110,485	109,095	114,642	115,205	194,882	49,036	46,999	48,587	50,260
Indiana.....	do.....	33,521	32,651	31,637	34,624	35,331	58,198	14,418	13,590	14,340	15,850
Iowa.....	do.....	25,469	24,092	25,505	26,945	24,756	42,530	10,285	10,221	11,013	11,011
Kansas.....	do.....	27,192	25,871	27,732	28,249	26,021	43,237	10,754	10,322	11,228	10,943
Kentucky.....	4 or more.....	26,217	26,107	25,072	26,684	27,534	42,891	10,673	10,070	10,704	11,444
Louisiana.....	8 or more.....	15,072	15,272	14,628	15,160	15,181	21,167	5,268	5,200	5,213	5,486
Maine.....	do.....	6,853	6,620	6,771	6,929	6,586	11,084	2,763	2,640	3,129	2,552
Maryland.....	4 or more.....	17,139	17,152	16,363	17,237	17,705	30,351	7,701	7,212	7,376	8,062
Massachusetts.....	8 or more.....	21,751	21,393	21,537	21,185	22,890	38,053	9,252	9,321	9,028	10,452
Michigan.....	do.....	29,851	29,013	28,578	30,587	30,819	50,644	12,492	12,077	12,392	13,683
Minnesota.....	1 or more.....	32,549	29,008	33,030	36,609	30,918	55,519	12,507	13,648	15,378	13,986
Mississippi.....	8 or more.....	9,761	9,851	9,430	9,801	9,753	13,991	3,552	3,422	3,407	3,610
Missouri.....	do.....	42,729	42,339	40,552	44,392	44,035	71,934	17,883	17,069	18,432	18,526
Montana.....	1 or more.....	10,023	8,995	10,752	11,422	9,335	17,446	4,133	4,958	4,482	4,482
Nebraska.....	8 or more.....	17,440	15,709	17,358	19,495	16,827	30,083	6,972	7,108	8,091	7,912
Nevada.....	1 or more.....	3,043	2,651	4,072	3,293	3,441	6,267	1,088	1,717	1,798	1,664
New Hampshire.....	do.....	2,933	2,681	2,756	3,894	2,938	4,528	1,037	1,050	1,093	1,345
New Jersey.....	8 or more.....	27,781	26,964	27,646	27,976	27,839	49,730	12,207	12,030	12,512	12,981
New Mexico.....	4 or more.....	7,543	5,253	4,967	5,573	5,802	8,579	2,191	1,968	2,157	2,262
New York.....	do.....	95,011	95,685	93,113	96,694	93,056	163,418	42,610	40,520	40,829	39,459
North Carolina.....	8 or more.....	18,205	18,901	19,287	17,580	17,745	25,278	6,364	6,130	6,244	6,546
North Dakota.....	do.....	6,046	5,238	6,203	7,118	5,277	10,069	2,341	2,338	2,863	2,527
Ohio.....	3 or more.....	69,145	65,948	66,569	72,850	72,872	123,192	28,865	29,267	31,284	33,776
Oklahoma.....	8 or more.....	10,943	10,732	11,188	11,034	10,599	16,880	4,134	4,253	4,289	4,400
Oregon.....	4 or more.....	8,110	6,754	7,247	11,236	6,806	10,043	4,081	3,071	3,749	3,602
Pennsylvania.....	1 or more.....	(¹¹)	(¹¹)	(¹¹)	(¹¹)	(¹¹)	(¹¹)	(¹¹)	(¹¹)	(¹¹)	(¹¹)
Rhode Island.....	4 or more.....	2,038	1,915	1,995	2,499	1,589	3,421	798	512	867	944
South Carolina.....	8 or more.....	8,052	8,165	7,836	7,781	7,906	10,895	2,873	2,715	2,603	2,704
South Dakota.....	do.....	3,872	3,444	4,051	4,444	3,556	6,220	1,399	1,508	1,724	1,581
Tennessee.....	do.....	22,942	23,622	21,376	21,770	23,107	36,968	10,329	8,657	8,717	9,261
Texas.....	do.....	49,908	50,557	49,458	48,082	50,685	81,830	20,858	20,268	20,249	20,497
Utah.....	4 or more.....	7,950	7,244	8,127	8,464	7,872	14,338	3,275	3,466	3,731	3,861
Vermont.....	8 or more.....	4,463	3,990	3,941	4,603	4,069	5,970	1,445	1,492	1,492	1,541
Virginia.....	do.....	130,381	(¹¹)	29,597	30,336	31,423	51,176	12,906	12,460	12,507	13,301
Washington.....	do.....	15,810	14,854	16,120	17,259	17,682	6,434	6,673	7,487	7,088	7,088
West Virginia.....	do.....	19,929	20,651	18,614	19,898	20,796	32,464	8,204	7,574	8,016	8,671
Wisconsin.....	7 or more.....	(¹³)	(¹³)	(¹³)	(¹³)	(¹³)	(¹³)	(¹³)	(¹³)	(¹³)	(¹³)
Wyoming.....	1 or more.....	6,498	5,440	6,417	8,414	6,215	11,143	2,371	2,529	3,134	3,101

¹ Interstate railroads (major industry group 40) included in transportation, communication, and utilities division in table 2; see table 1, p. 80, for totals for all industries, for definition of employment (footnote 1), and for explanation of size-of-firm inclusion (footnote 2).

² Employment by interstate railroads excluded from coverage of State law.

³ Reported average monthly employment of less than 50 workers.

⁴ Coverage changed from employers of 8 or more to 4 or more, effective Oct. 1, 1938 (see footnote 4, table 1, p. 80).

⁵ Monthly employment data not reported; figures represent average monthly employment during quarter.

⁶ Pay-roll figures include that part of any worker's annual wage in excess of \$3,000, although such excess is not taxable under State law.

⁷ Based on data for 8 months (March and June-December).

⁸ Employment figures include sum of all employees on monthly pay roll plus highest number on semimonthly, weekly, and any other pay roll; hence data not strictly comparable to those for other States. Pay-roll figures exclude that part of any worker's annual wage in excess of \$3,000.

⁹ Data for first quarter not strictly comparable to those for subsequent quarters.

¹⁰ Excludes \$5,000 in wages involved in refunded contributions but undistributed by quarters.

¹¹ Not reported.

¹² Based on data for 9 months (April-December).

¹³ State industrial classification of interstate railroads not comparable to Social Security Board classification.

Table 4.—Unemployment compensation: Percentage distribution of average monthly covered employment by major industry groups, by States, 1938¹

Major industry group and number ²	Ala.	Alaska	Ariz.	Ark.	Calif.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	T. H.	Idaho	Ill.	Ind.	Iowa	Kans.	Ky.	La.	Maine	Md.	Mass.	Mich.	Minn.	Miss.
Total, all industries	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Mining and quarrying	11.0	30.3	16.8	5.4	2.8	10.3	.2	.3	0	1.2	.5	.1	9.2	2.6	2.2	2.5	9.4	20.0	5.1	.2	.7	(⁶)	1.8	2.1	.6
11. Bituminous coal mining	8.8	29.3	10.6	.6	.8	3.9				(⁷)	(⁷)	.1	9.0				1.2	(⁷)			(⁷)	1.2	1.9		
12. Bituminous coal mining and natural-gas production	8.5	(⁷)	2.3			5.9				(⁷)			(⁷)	2.1	1.7	2.1	1.3	18.1			.4	.1			
13. Crude petroleum and natural-gas production		(⁷)		2.1	1.8	.2				(⁷)	(⁷)		(⁷)	.3	(⁶)		6.3	1.0	4.4		(⁷)		.3	(⁷)	(⁷)
14. Quarrying	.7	(⁷)	.2	.4	.2	.3	.2	.3		1.2	.4	(⁷)	(⁷)	.2	.5	.4	.6	.9	.7	.2	.3	(⁶)	.2	.2	.6
Contract construction	4.9	3.6	7.2	3.8	4.8	4.5	3.0	6.3	8.6	6.0	4.6	6.4	5.0	.2	3.3	2.5	4.6	4.4	5.1	3.2	5.4	2.4	2.6	4.9	9.8
15. General contractors—building construction	1.4	1.2	1.8	1.1	1.7	1.2	1.2	1.9	2.9	2.7	1.7	3.0	1.6	.6	1.1	1.4	1.4	1.4	1.8	1.2	1.9	.9	.9	1.7	1.3
16. General contractors, other than building construction	3.0	2.0	4.4	2.0	1.3	2.4	.8	1.3	.5	2.0	2.4	1.9	2.3	.7	.8	2.5	2.7	1.9	2.1	1.5	1.0	.6	.6	1.4	8.0
17. Special trade contractors (subcontractors)	.5	(⁷)	1.0	.7	1.8	.9	1.0	3.1	5.2	1.3	.5	1.5	1.1	1.0	.6	.7	.5	.1	1.2	.5	2.5	.9	1.1	1.8	.5
Manufacturing	52.1	37.5	12.5	30.1	27.2	20.8	61.2	37.6	8.5	26.5	50.6	51.8	19.0	44.0	56.4	33.2	23.5	28.0	34.1	58.1	43.9	53.1	58.3	25.5	44.2
20. Food manufacturing	3.2	33.6	3.6	4.3	7.9	8.4	1.6	5.5	2.6	5.4	5.0	47.3	6.1	7.0	6.9	13.1	11.6	6.2	9.0	4.5	7.7	4.0	4.6	9.2	6.3
21. Tobacco manufacturing		(⁷)	.1	(⁷)	.1	(⁷)	.1	(⁷)	(⁷)	4.6	.1			.1	.3	(⁷)	(⁷)	2.1	.5	(⁷)			4.2	(⁷)	
22. Textile-mill products	15.9	(⁷)		.6	.4	(⁷)	8.8	3.9		24.3	(⁷)			.9	1.7	.5	(⁷)	1.4	1.2	15.9	3.8	11.5	.8	.9	4.1
23. Apparel and other finished articles made from fabrics	1.4	(⁷)	.9	1.8	.6	4.8	.3	3.9	.1	.4	4.6	.4	(⁷)	3.4	3.3	1.1	.4	2.6	1.7	7.0	4.6	.8	1.4	6.3	
24. Basic lumber industries	9.3	1.7	2.5	14.8	1.6	.3	1.1	.5	.2	6.0	3.1	(⁷)	10.2	.3	6.6	1.6	.3	1.6	7.6	2.7	.6	.2	.8	1.6	15.3
25. Lumber and wood products	.8		.3	2.7	1.2	.5	.6	4.0	.1	2.6	2.1	.4	(⁷)	1.9	3.7	.9	.4	2.3	1.6	3.4	1.0	1.4	2.5	1.1	4.4
26. Paper and allied products	1.2		.5	1.1	.4	.2	1.2	.7	.2	1.1	1.0	.2	(⁷)	1.2	1.0	.2	.5	.1	2.7	10.1	1.1	2.9	1.8	1.2	.8
27. Printing, publishing and allied industries	.8	1.0	2.0	1.3	2.4	2.1	1.8	1.1	4.4	1.5	1.3	1.8	1.7	4.4	2.0	3.0	2.4	1.6	1.2	1.2	2.4	2.9	1.9	3.3	.7
28. Chemicals	2.1	(⁷)	.8	1.8	1.2	.4	1.7	4.8	.1	3.2	3.2	.3	(⁷)	1.8	1.7	1.0	1.3	.6	2.3	.3	2.1	1.5	2.1	.9	4.5
29. Products of petroleum and coal	.4	(⁷)	(⁷)	.7	1.1	.1	.1	(⁷)	(⁷)	(⁷)	.1	(⁷)	(⁷)	.2	1.4	.2	.3	.5	3.0	(⁷)	.7	.2	.1	.2	
30. Rubber products	.6	(⁷)	(⁷)	(⁷)	.5	1.1	2.1	.8		(⁷)	.3	(⁷)	(⁷)	.6	1.9	(⁷)	2.3	.5	3.0	(⁷)	.5	1.5	.7	(⁷)	
31. Leather and its manufactures	(⁷)	(⁷)	(⁷)	(⁷)	.2	.3	.6	4.0	(⁷)	(⁷)	1.0	(⁷)	(⁷)	1.6	.5	.3	(⁷)	.7	(⁷)	12.9	1.1	7.3	.5	.3	
32. Stone, clay and glass products	1.6	(⁷)	.4	.9	1.2	1.1	.5	.3	.2	.7	1.6	(⁷)	(⁶)	1.0	3.0	1.5	1.1	1.0	1.4	.8	1.4	.5	.8	1.2	1.1
33. Iron and steel and their products	13.4		.4	2.3	3.7	10.3	4.4	.1	.2	1.0	1.0	(⁷)	(⁷)	6.7	12.6	1.9	1.2	4.1	.8	.8	8.9	3.7	6.8	1.6	.1
35. Nonferrous metals and their products	.3		2.3	.2	.5	.6	9.3	.3	(⁷)	(⁷)	.1	(⁷)	(⁷)	1.8	1.0	.3	.1	.6	.1	(⁷)	.9	1.2	1.3	.3	
36. Electrical machinery (including radios and refrigerators)	.1		(⁷)		.6	(⁷)	4.4	(⁷)	(⁷)	(⁷)	.2			3.2	4.9	.3	.1	1.1	(⁷)	(⁷)	.8	2.8	1.6	.8	(⁷)
37. Machinery other than electrical	.6		(⁷)	(⁷)	1.5	.6	8.6	.7	.1	.2	.7			5.5	3.5	.5	1.0	.7	.6	2.2	1.0	3.4	4.5	1.7	.3
38. Automobiles, bodies and parts	.1		(⁷)	.3	1.8	.2	4.2	2.5	.2	.3	.4	(⁷)	(⁷)	5.3	3.9	.3	.3	.3	.3	.5	.2	25.5	.3	(⁷)	
39. Miscellaneous manufacturing	.3		(⁷)	.3	1.8	.5	4.5	2.5	.2	.3	.4	(⁷)	(⁷)	5.3	3.9	.3	.3	.3	.3	1.9	2.3	3.1	.9	.5	.1
Transportation, communication, and utilities	7.0	15.1	16.2	17.5	13.5	19.7	7.2	11.8	13.2	17.2	13.9	10.1	18.5	14.6	12.3	13.4	25.8	15.7	17.0	11.0	14.2	9.6	8.8	15.0	16.3
40. Interstate railroads	(⁶)	3.7	8.9	9.9	4.3	10.7	2.2	6.6	2.9	6.9	7.4	(⁷)	9.4	7.0	6.3	10.6	15.9	9.9	6.1	5.1	5.0	2.3	3.3	8.2	9.0
41. Street, suburban, and interurban railways (other than those in 40) and city and suburban bus lines	.1		(⁷)	.3	1.1	.7	.7	.5	2.2	.2	(⁷)	2.4	(⁷)	1.5	.7	.7	.2	.6	.2	.1	1.0	1.2	.1	.7	(⁷)
42. Trucking and/or warehousing for hire	1.2	2.0	2.0	2.8	1.7	1.3	1.0	1.1	1.7	1.0	1.1	1.1	2.0	1.2	1.1	1.0	1.0	1.0	2.2	.7	1.6	1.3	1.2	1.5	2.4
43. Other transportation, except water transportation	.3	1.7	.5	.6	.5	.2	.5	.3	.3	1.2	.4	.5	13.5	.6	.5	.4	2.3	.6	1.1	2	1.1	3	.2	.4	.4
44. Water transportation	.3		(⁷)	(⁷)	.4		(⁷)	.3	(⁷)	1.2	.3	.7	(⁶)	(⁶)	(⁶)			.1	1.4	.1	.8	.3	.1	.1	(⁷)
45. Services allied to transportation, not elsewhere classified	1.7	6.6	.5	.1	1.2	.4	.1	.7	.2	2.6	.7	1.9	(⁷)	.4	.2	.1	.3	.1	1.9	.6	1.3	.5	.3	.2	.6
46. Communications—telephone, telegraph, communication radio and related services	1.2	(⁷)	1.7	1.6	2.3	3.4	1.4	.9	3.1	2.1	2.0	1.0	2.1	2.1	1.6	2.9	3.1	1.5	1.7	1.9	1.5	2.0	1.4	2.0	2.0
48. Utilities—light, heat, and power companies, electric and gas	2.1	(⁷)	2.2	2.1	1.7	2.3	1.4	1.1	2.7	1.9	2.0	2.1	2.7	1.8	1.8	2.7	2.9	1.7	2.1	2.1	1.9	1.7	2.2	1.9	1.8

See footnotes at end of table.

Major industry group and number	Mo.	Mont.	Neb.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio	Okla.	Oreg.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah	Vt.	Va.	Wash.	W. Va.	Wis.	Wyo.
Total, all industries.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Mining and quarrying.....	1.6	12.1	0.5	23.4	0.4	0.4	22.2	0.2	0.4	1.8	2.1	18.1	0.6	0.1	0.6	8.1	3.9	9.6	11.7	2.8	6.9	1.6	38.3	0.5	20.9
10. Metallic mining.....	.5	8.2	—	22.5	—	.2	6.4	(⁶)	—	1.8	1.5	1.4	.4	—	—	.1	.6	.8	—	7.8	—	2.4	—	—	10.9
12. Bituminous coal mining.....	.7	1.8	—	—	—	—	5.8	—	—	—	—	—	—	—	—	—	2.2	.1	3.3	—	5.1	1.0	36.5	(⁶)	—
13. Crude petroleum and natural gas production.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	8.7	(⁷)	—	—	(⁷)	1.7	(⁷)	9.1
14. Nonmetallic mining and quarrying.....	1.4	.5	.5	.9	.4	.2	2.2	.1	.4	(⁷)	.3	.4	.2	.1	.5	1.1	.9	.7	.6	2.8	.6	.2	.1	(⁷)	.4
Contract construction.....	2.7	5.2	5.1	6.6	3.7	2.5	8.0	3.6	4.2	6.1	2.8	3.9	3.7	3.0	4.9	6.9	4.0	6.0	4.5	4.6	5.2	4.9	2.0	2.5	9.9
15. General contractors—building construction.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
16. General contractors—other than building construction.....	.9	1.3	1.2	1.8	1.8	1.0	1.9	.9	1.8	1.2	.9	1.4	.9	1.1	1.5	1.9	1.8	2.0	.9	1.8	1.8	1.2	.6	(⁷)	1.3
17. Special trade contractors (subcontractors).....	.8	2.5	3.1	3.3	1.0	.6	5.4	.8	1.7	4.4	.7	1.9	1.7	.5	2.9	4.5	1.3	3.1	2.7	2.3	1.9	2.9	1.1	(⁷)	6.5
Manufacturing.....	1.0	1.4	.8	1.5	.9	.9	.7	1.9	.7	.5	1.2	.6	1.1	1.4	.5	.5	.9	.9	.9	.5	1.5	.8	.3	(⁷)	1.5
20. Food manufacturing.....	38.2	14.7	22.2	4.5	61.7	57.5	8.5	38.1	65.4	12.1	50.2	19.5	37.4	62.0	66.3	17.3	46.3	24.2	21.1	50.2	41.4	35.1	23.9	53.5	9.6
21. Tobacco manufacturing.....	6.5	4.9	13.7	2.1	1.6	1.3	2.2	3.9	8.1	4.4	4.7	6.0	8.3	2.8	2.9	12.3	5.0	9.5	.9	2.5	3.2	7.1	1.5	(⁷)	3.6
22. Textile-mill products.....	.6	(⁷)	—	—	—	—	1.2	—	.1	—	—	—	—	—	—	1.2	—	4.1	(⁷)	9.5	8.1	.2	1.1	(⁷)	—
23. Apparel and other finished articles made from fabrics.....	6.4	(⁷)	.5	—	—	7.7	8.6	(⁷)	9.3	1.4	2.0	.2	.9	1.2	.8	—	—	—	.7	2.0	3.2	.8	.8	(⁷)	(⁷)
24. Basic lumber industries.....	2.7	.2	(⁷)	(⁷)	.4	1.1	3.1	1.1	4.2	—	1.2	1.5	15.2	.1	6.1	1.4	3.6	.4	.2	4.4	2.9	13.2	1.7	(⁷)	2.1
25. Paper and allied products.....	1.3	(⁷)	.1	(⁷)	6.0	1.3	—	—	—	(⁷)	1.6	.4	.5	—	1.3	—	2.9	.9	—	2.2	4.4	2.9	1.7	(⁷)	3.3
26. Printing, publishing and allied industries.....	.9	—	—	—	—	—	—	—	—	—	1.4	.1	2.5	.6	1.3	(⁷)	1.0	.2	(⁷)	3.4	1.9	3.3	.7	(⁷)	—
27. Chemicals.....	2.6	1.8	2.8	1.4	1.8	1.7	1.2	3.7	.8	2.7	2.9	2.1	2.3	1.7	.7	2.4	1.6	1.6	1.9	2.2	1.3	2.6	.7	(⁷)	1.5
29. Products of petroleum and coal.....	2.0	(⁷)	.5	(⁷)	.1	5.4	.4	1.6	1.8	(⁷)	2.1	.9	.3	.4	1.8	.3	5.0	1.7	1.7	.5	5.1	.4	3.8	(⁷)	1.3
30. Rubber products.....	.1	1.0	(⁷)	—	(⁷)	(⁷)	.3	.1	(⁷)	(⁷)	.4	.1	(⁷)	(⁷)	.1	(⁷)	.1	.9	.5	—	(⁷)	.1	(⁷)	(⁷)	—
31. Leather and its manufactures.....	6.4	(⁷)	.1	(⁷)	24.0	1.3	—	2.2	.3	(⁷)	3.4	(⁷)	(⁷)	.2	(⁷)	—	1.7	.1	(⁷)	2.6	1.8	.1	.6	(⁷)	—
32. Stone, clay and glass products.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
33. Iron and steel and their products.....	1.7	.4	.7	(⁷)	1.0	2.5	.3	.8	.8	(⁷)	3.0	1.2	.3	.4	.9	.4	1.6	.7	.8	7.7	1.4	.7	6.3	(⁷)	.6
35. Nonferrous metals and their products.....	2.9	.2	.7	(⁷)	1.0	4.2	(⁷)	2.2	.3	(⁷)	12.1	1.3	1.5	4.4	(⁷)	(⁷)	3.8	.8	1.7	2.1	1.2	1.4	8.3	(⁷)	—
36. Electrical machinery (including radios and refrigerators).....	.7	3.4	.3	(⁷)	.1	2.4	.4	1.1	.2	(⁷)	1.6	.7	.3	4.9	(⁷)	(⁷)	1.3	.4	3.1	(⁷)	.3	.7	1.0	(⁷)	—
37. Machinery other than electrical.....	1.6	(⁷)	.3	(⁷)	.4	5.1	—	1.5	(⁷)	—	3.5	.1	.1	1.6	—	—	.1	.1	(⁷)	—	(⁷)	.1	.2	(⁷)	—
38. Automobiles, bodies and parts.....	1.6	.1	.7	(⁷)	2.7	3.6	(⁷)	2.0	.4	—	5.9	1.2	.6	3.7	.2	(⁷)	.8	1.9	(⁷)	6.8	.2	.7	.4	(⁷)	(⁷)
39. Miscellaneous manufacturing.....	1.2	(⁷)	(⁷)	—	(⁷)	.6	(⁷)	.6	.1	(⁷)	1.8	(⁷)	(⁷)	.2	.1	(⁷)	.3	.2	.2	.4	.2	—	—	(⁷)	—
Transportation, communication, and utilities.....	1.3	(⁷)	.7	(⁷)	1.8	3.8	(⁷)	3.6	.3	(⁷)	1.5	.2	.3	4.6	.1	(⁷)	.5	.3	.3	1.2	2.4	1.5	.4	(⁷)	—
40. Interstate railroads.....	16.0	21.0	25.3	22.0	7.8	11.0	20.8	12.4	7.5	28.2	11.4	16.4	16.5	6.6	8.3	20.3	13.9	19.9	19.0	15.2	17.1	15.7	12.8	11.5	23.8
41. Street, suburban, and interurban railroads (other than these in 40).....	7.8	13.8	15.0	15.9	2.9	3.3	12.9	3.1	4.2	19.0	5.2	5.7	5.7	1.2	4.2	11.0	7.7	7.4	10.5	8.7	9.6	6.0	7.1	(⁶)	16.4
42. Trucking and/or warehousing for hire.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
43. Other transportation, except water transportation.....	1.1	.2	.6	(⁷)	(⁷)	1.5	(⁷)	1.5	(¹²)	(⁷)	.7	.5	1.0	.6	(¹²)	(⁷)	.3	.5	1.1	.5	.5	.3	.4	(⁷)	—
44. Water transportation.....	1.7	1.0	1.3	1.2	.6	1.4	2.0	1.1	.8	1.1	1.2	1.6	2.2	1.0	1.1	1.2	1.6	2.6	1.0	1.0	1.3	1.7	.5	(⁶)	1.4
45. Other transportation, except water transportation.....	.8	.8	1.1	.8	(³)	.2	1.6	.6	.2	.4	.5	2.8	.4	.2	.1	(¹)	.5	2.0	.8	(¹)	.3	.5	.2	(³)	2.0

See footnotes at end of table.

Table 4.—Unemployment compensation: Percentage distribution of average monthly covered employment by major industry groups, by States, 1933—Continued

Major industry group and number	Mo.	Mont.	Nebr.	New.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio	Okl.	Oreg.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah	Vt.	Va.	Wash.	W. Va.	Wis.	Wyo.
Transportation, etc.—Continued.																									
45. Services allied to transportation, not elsewhere classified.	0.4	(7)	0.8	(7)	(7)	0.6	(7)	0.9	0.1	0.4	0.2	0.2	1.6	0.1	0.3	(7)	0.1	1.4	0.5	(7)	1.3	2.4	0.1	(7)	0.4
46. Communications—telephone, telegraph, commercial radio, and wireless.	2.2	1.9	4.2	1.6	1.6	1.7	1.8	2.4	1.0	4.0	1.5	2.9	2.3	1.3	1.0	4.0	1.7	2.3	2.3	2.5	1.4	2.3	1.0	(7)	1.5
48. Utilities—light, heat, and power companies, electric and gas.	1.9	3.0	2.3	1.8	2.2	2.1	2.3	2.1	1.2	4.1	1.9	2.7	3.0	1.8	1.2	3.6	1.9	2.9	2.6	2.4	2.1	2.0	3.5	(7)	1.7
49. Other local utilities and local public services.	1	2	(7)	.3	1	1	1	1	(7)	-----	1	(7)	1	(7)	(7)	(7)	1	1	.2	(7)	(7)	(7)	(7)	(7)	.3
Wholesale and retail trade.	23.5	32.5	33.4	29.8	17.2	16.5	30.2	24.4	16.3	42.0	23.5	28.6	26.8	20.1	13.2	38.3	22.9	28.6	30.6	19.6	21.4	27.3	12.9	20.1	25.5
50. Wholesale merchants.	5.0	2.0	4.7	1.8	1.1	1.8	2.0	3.3	2.2	5.9	2.9	4.2	3.6	2.1	5.1	3.6	3.8	3.8	3.2	10.6	4.1	3.9	1.7	(7)	1.4
51. Wholesale distributors other than wholesale merchants.	4.9	3.6	5.6	1.4	1.2	2.3	2.9	4.2	2.8	5.4	2.5	3.9	4.2	2.3	1.4	7.2	3.5	5.2	3.6	2.6	3.0	5.0	1.1	(7)	1.9
52. Wholesale and retail trade.	2.8	3.2	3.9	2.3	2.5	1.5	3.5	1.3	8.8	2.6	2.7	1.6	2.1	1.5	1.5	5.7	2.3	2.6	3.0	3.0	2.2	3.3	1.7	(7)	1.4
53. Retail general merchandise.	2.8	5.4	7.0	3.1	2.5	2.7	3.3	4.0	8.4	4.1	5.9	4.8	3.3	3.9	3.2	8.4	4.5	5.5	7.0	3.2	3.6	5.2	3.3	(7)	4.1
54. Retail food.	2.8	3.5	2.8	2.9	2.3	2.7	2.7	2.3	1.2	3.3	2.7	2.4	2.5	3.0	1.6	3.0	2.2	1.9	3.0	2.3	2.2	1.8	1.2	(7)	3.1
55. Retail automotive.	1.3	2.8	2.5	2.7	1.7	1.2	3.5	1.7	3.5	3.8	1.3	3.0	2.8	1.0	1.6	2.8	1.6	2.6	2.4	2.4	1.7	1.6	1.1	(7)	3.0
56. Retail apparel.	1.9	1.3	1.8	1.0	1.0	.8	.6	2.2	.8	1.3	1.7	1.3	1.2	1.5	.6	1.1	1.3	1.5	1.5	.5	1.0	1.2	.8	(7)	1.0
57. Retail trade not elsewhere classified.	2.5	3.6	2.3	3.5	2.5	1.7	2.8	2.3	1.7	1.9	2.6	2.7	3.0	2.3	1.6	1.5	2.2	2.8	3.9	1.7	2.4	2.3	1.1	(7)	3.4
71. Eating and drinking places.	1.7	5.2	1.8	8.3	2.3	1.4	3.3	3.5	2.7	2.3	1.7	2.2	2.2	2.1	1.5	2.7	1.2	2.0	2.3	1.3	.9	2.4	.6	(7)	4.1
75. Automobile repair services, garages and filling stations.	.4	1.9	1.0	1.8	.1	.4	1.5	.6	.3	.5	.8	.8	.9	.4	.3	.8	.5	.7	1.1	.6	.3	.6	.3	(7)	2.1
Finance, insurance, and real estate.	4.8	2.4	5.0	1.3	1.9	4.8	1.2	8.9	2.0	2.1	3.5	2.8	3.1	2.9	.7	2.4	2.2	2.7	3.1	2.5	2.7	3.4	1.1	3.3	1.2
61. Banks and trust companies.	.7	.3	.2	(7)	.3	.6	.2	1.4	.3	(7)	.4	1	.2	.4	.1	(7)	.2	(7)	.2	.8	.3	.1	.1	(7)	(7)
62. Finance agencies not elsewhere classified.	.3	(7)	.3	(7)	(7)	.1	(7)	1.0	.1	-----	.2	1	.2	.2	(7)	(7)	1	1	.2	(7)	.1	.2	(7)	(7)	(7)
63. Insurance carriers.	.4	.3	.5	(7)	.1	.5	(7)	.4	.2	.6	.5	.4	.2	.2	.1	.3	.3	.4	.5	(7)	.2	.2	.2	(7)	.2
64. Insurance agents and brokers.	1.7	.5	(7)	1.1	2.7	.4	2.5	1.0	1.2	.9	1.2	.9	1.2	.3	1.1	.8	1.4	.8	.9	1.4	1.2	.5	(7)	(7)	(7)
65. Real estate agents, brokers, and brokers.	.2	.2	.2	(7)	.1	.1	.1	.3	.6	(7)	.2	1	.7	1	.1	(7)	.1	.2	1	.6	.1	.3	.1	(7)	(7)
66. Real estate, insurance, loans, law office; any combination.	1.4	.8	.8	.6	.2	.6	(7)	3.2	.3	(7)	.9	1.0	1.1	.7	(7)	.6	.6	.7	1.0	(7)	.5	1.2	.2	(7)	.3
Services.	.1	.3	.3	(7)	.2	.3	(7)	.2	(7)	(7)	.1	.2	.3	.1	(7)	(7)	.1	.1	.3	(7)	.1	.2	(7)	(7)	.2
70. Hotels; furnished rooms, camps, and other lodging places.	7.9	10.5	18.5	12.4	6.1	6.6	8.7	10.0	3.9	16.7	6.2	8.2	9.0	5.2	3.8	16.7	6.5	8.2	8.4	4.9	6.0	8.0	3.7	8.3	119.7
72. Personal service.	1.8	2.6	2.7	3.7	2.5	1.3	2.7	2.3	.9	2.8	1.2	1.8	1.9	.6	1.0	2.1	1.5	2.1	2.1	2.5	1.5	1.7	.9	(7)	2.5
73. Business service not elsewhere classified.	2.3	2.2	2.1	2.8	1.5	2.2	2.6	1.9	1.8	1.3	1.4	2.0	2.3	2.2	1.5	1.5	2.6	2.3	2.5	1.0	2.0	1.9	.9	(7)	2.4
74. Employment agencies and schools.	1.2	.8	1.0	.4	.3	.7	.4	2.1	.2	.5	1.0	.8	1.4	.4	.2	.7	.6	.7	1.0	(7)	.4	1.2	.2	(7)	.4
76. Repair services and miscellaneous hand trades not elsewhere classified.	.1	(7)	.1	(7)	(7)	(7)	.1	(7)	(7)	(7)	(7)	(7)	.1	.1	(7)	(7)	(7)	(7)	(7)	-----	(7)	.1	(7)	(7)	(7)
77. Agricultural and horticultural services and related services.	.1	.2	.1	(7)	.2	.4	(7)	.2	.1	(7)	.1	.1	.2	.2	.1	(7)	.1	.2	(7)	(7)	.2	.1	.1	(7)	.3
78. Amusement and recreation—motion pictures.	.2	(7)	.2	(7)	.1	.1	.6	.2	(7)	(7)	.2	1.0	.1	.2	.2	.3	.3	.6	(7)	(7)	.1	.2	(7)	(7)	(7)
79. Amusement and recreation and related services not elsewhere classified.	.6	.8	.8	.7	.6	.6	1.0	.9	.4	.7	.6	.9	.8	.4	.3	1.1	.5	.8	1.2	.6	.5	.8	.4	(7)	.7
80. Medical and other health services.	.7	.6	.8	2.9	.7	.6	.3	1.0	.2	.4	.8	.5	.9	.8	.3	(7)	.3	.4	.9	.2	.5	.9	.2	(7)	.5
81. Law offices and related services.	.2	1.0	.3	.5	(7)	.1	.4	.2	.2	.5	.2	.5	.7	(7)	(7)	.4	.2	.5	.2	.1	.5	.4	.4	(7)	.7
Losses.	.1	.3	(7)	.4	(7)	.1	-----	.4	(7)	-----	.1	(7)	.1	.1	(7)	(7)	(7)	(7)	(7)	-----	(7)	.1	(7)	(7)	.3

82. Educational institutions and agencies	.1	(7)	-----	(7)	.1	(7)	.1	(7)	.2	(7)	-----	.1	(7)	(7)	(7)
83. Other professional and social service agencies and institutions	.1	(7)	.1	(7)	(7)	(7)	.2	(7)	(7)	.3	(7)	.1	(7)	.1	(7)
86. Miscellaneous organizations, such as trade associations, trade-unions, etc.	.4	1.7	.3	.7	.1	.4	.3	.4	(7)	.5	.1	.5	.1	.2	(7)
Miscellaneous ¹²	.3	1.6	(4)	(4)	1.2	.7	.4	2.4	.3	.3	2.5	2.9	.1	.2	(14)

¹ See table 1 for average monthly employment in States, for definition of employment (footnote 1), and for explanation of size-of-firm inclusion (footnotes 2 and 4). Distribution for Pennsylvania not available.

² See p. 149 for complete list of industry groups and numbers.

³ Based on data for 8 months (March and June-December).

⁴ Employment figures include sum of all employees and monthly pay rolls plus highest number on summer payroll. Excludes approximately 10,840 workers reported under temporary numbers each month; includes 15,000-24,000 domestic-service workers covered by State law.

⁵ Based on data for 9 months (April-December).

⁶ Less than 0.1 percent.

⁷ Average monthly employment less than 100.

⁸ Distribution by comparable major industry groups not available.

⁹ Logging, fishing, and logging and lumber camps not attached to sawmills included in industry division "Miscellaneous."

¹⁰ Not subject to State law.

¹¹ In some cases, employment by street railways, local bus lines, etc. (group 41), operated by electric light and power companies is included in group 48. Employment by municipal corporations excluded when exempt from coverage of State law.

¹² Group 41 included in group 48.

¹³ Group 44, for which average monthly employment was reported as less than 100 workers, included in group 43.

¹⁴ Industry division "Miscellaneous," for which average monthly employment was reported as less than 100 workers, included in "Service."

¹⁵ Group 74, for which average monthly employment was reported as less than 50 workers, included in group 73.

¹⁶ Group 77, for which average monthly employment was reported as less than 100 workers, included in group 76.

¹⁷ Group 83, for which average monthly employment was reported as less than 50 workers, included in group 82.

¹⁸ Group 85, groups 67, 68, 85, and others not elsewhere classified. See footnote 9.

¹⁹ Group 67, "administrative offices and holding companies," accounted for 8.3 percent of the average monthly employment.

²⁰ Group 85, "private business organizations not elsewhere classified," accounted for 3.1 percent of the average monthly employment.

²¹ Group 88, "private business organizations not elsewhere classified," accounted for 3.7 percent of the average monthly employment.

ment rather than residence of the worker. If many workers in a State commute across State lines, a correction factor must be applied before the data may be compared with figures based on "place of residence." Data for New York, Rhode Island, and the District of Columbia, for example, undoubtedly reflect employment of a significant number of workers who reside in neighboring States.

Lack of comparable information from Pennsylvania and Wisconsin makes it impossible to include totals for the United States in the 1938 reports. Pennsylvania had not introduced the Social Security Board Industrial Classification Code (see p. 149) and consequently no industry data for that State were available. Because in 1938 the Wisconsin employment security agency used its own industrial classification system, pending the completion of a later edition of the social security industrial code, figures for that State are included only in the summary tabulations for industrial divisions.

Two other factors affect the employment security data on employment and pay rolls: delinquency on the part of employers in submitting contribution reports to the State agencies and errors made in classifying employers. The degree to which employment and pay rolls are understated because of delinquency varies among States and for the major industry groups in each State. As a general rule, it was found that delinquency was more significant among industry groups in which small operating units predominate—such as trade and service—than in the groups in which firms generally employ fairly large numbers of workers—such as manufacturing. The coverage of the State law therefore has a bearing on the importance of this factor. States which cover employers of one or more workers undoubtedly experienced a greater degree of delinquency than States which limit coverage to employers of eight or more. It is believed, however, that there is no serious understatement or distortion in the data resulting from delinquency.

Some errors in classifying employers were revealed by sample checks. These errors resulted mainly from incomplete information concerning the employer's business at the time of classification. As reporting procedures have improved, the classification assignments have become more reliable.

An additional qualification to be noted relates to the pay-roll data for New York and Michigan. In 1938 both State laws limited taxable wages for unemployment compensation purposes to the first \$3,000 of a worker's annual wages from an individual employer. Michigan, however, reported total wages for covered employments rather than merely the amount subject to contributions, with the result that the wages shown for that State are about 7 or 8 percent in excess of the wages taxable for unemployment compensation purposes. Pay-roll data for New York, on the other hand, represent only the taxable amount; i. e., the first \$3,000 in wages. The amount of wages excluded in New York reports is estimated to range between 12 and 15 percent of the total wages in subject employment in 1938. All other States reported wages taxable under title IX of the Social Security Act,⁴ including amounts in excess of \$3,000.

Industrial Classification

The Industrial Classification Code of the Social Security Board, designed primarily to serve the needs of the social security program, is similar but not identical to industrial classification systems used by other Federal agencies.⁵ Under the industrial classification procedure used by State agencies, each place of business is classified on the basis of its principal activity. If a firm conducts different activities at its various establishments, separate industry numbers are assigned to identify them, and a supplemental report is submitted by the employer for each such activity. For example, should a firm engaged in manufacturing operate separate establishments as retail outlets, separate employment and pay-roll data are reported for each of the functions. Thus employment and pay rolls may be classified according to the industry to which they apply rather than according to the primary industry of the reporting employer. Usually the reports also identify the area of the State in which the business is conducted and these identifications make possible series of employment and pay-roll data

⁴ On Feb. 10, 1939, title IX of the Social Security Act (except sec. 904) was repealed and reenacted as ch. 9, subch. C, of the Internal Revenue Code. Under the Social Security Act Amendments of 1939 (Public, No. 379, 76th Cong., 1st sess.) this tax has been named the Federal unemployment tax and beginning with 1940 does not apply to "that part of the remuneration, which after remuneration equal to \$3,000 has been paid to an individual by an employer with respect to employment during any calendar year, is paid to such individual by such employer with respect to employment during such calendar year"

⁵ See pp. 149-150 for a list of major industry groups.

for various areas and communities within the State; hitherto information of this type has been available only for a few metropolitan areas.

Employment data for the 70 major industry groups listed in the Social Security Board Industrial Classification Code⁶ are available for each State (see table 4), but for summary purposes in other tables these groups have been consolidated in 8 industrial divisions. Data on both employment and pay rolls are given for each of these divisions.

The employment and pay-roll data presented in tables 1-4 may be utilized for many purposes, subject to the qualifications indicated in the foregoing pages. The analysis which follows, however, is limited to characteristics which have a direct bearing on employment security programs.

Industrial Distribution of Covered Employment

Although 1938 was characterized for the most part by depressed employment conditions, the distribution of employment and pay rolls according to industrial divisions and major industry groups provides a fairly reliable measure of the relative importance of the respective industries in the State. These distributions are, of course, based on employments covered by State laws and are therefore affected by size-of-firm provisions. This qualification is of particular significance when comparisons are made between States, and is also important in interpreting data for a single jurisdiction since some industries tend to have small units.

Manufacturing.—The importance of manufacturing in the covered employment of various States is shown in chart 1, page 81. North and South Carolina lead in percentage of covered employment in manufacturing with about two-thirds of their covered workers ordinarily engaged in that activity, principally in the manufacture of textiles. Rhode Island, New Hampshire, and Connecticut follow closely with more than 60 percent of their 1938 employment in manufacturing. While manufacturing in Connecticut consists of diversified industries (machinery, iron and steel, non-ferrous metals, and textiles are most important), in New Hampshire it is concentrated largely in leather and textiles, and in Rhode Island in

textiles. Maine and Michigan have more than 58 percent of their covered employment in manufacturing. Textiles, leather, and paper dominate the Maine pattern while the automobile industry predominates in Michigan.

A somewhat different aspect of the importance of manufacturing in covered employment is given in chart 2 (p. 94), which arrays the States according to the magnitude of employment in manufacturing. New York, with an average of more than a million covered workers in this division in 1938, heads the list. Manufacturing in that State is largely diversified, but apparel with 285,000 workers was the largest single industry in the manufacturing group. In 1938 Illinois had an average monthly employment of 705,000 in all forms of manufacturing with about 139,000 in the production of machinery, 112,000 in food manufacturing, and 107,000 in iron and steel. Of the 660,000 manufacturing jobs reported for Ohio 160,000 were in iron and steel and about 124,000 in machinery. The automobile industry comprised nearly 44 percent of the 525,000 in manufacturing reported for Michigan. Massachusetts had an average of 493,000 manufacturing workers; 106,000 were in textiles and 67,000 in leather.

States in which manufacturing was comparatively unimportant in terms of the proportions of covered employees were Nevada, the District of Columbia, New Mexico, and Wyoming (chart 1). These States were also low in the list in number of workers in manufacturing (chart 2).

Trade.—The area of concentration for the next largest number of workers is trade (chart 1). North Dakota had 42 percent of its covered workers in this industrial division in 1938. The District of Columbia and South Dakota had 41 and 38 percent, respectively. Trade comprised 20-30 percent of all covered employment in 27 States. Aside from Alaska, the smallest concentration in trade is found in West Virginia and South Carolina.

Construction.—The proportion of employment in the construction industry in no instance exceeded 10 percent. The greatest degree of concentration for this activity is in Mississippi, Wyoming, and the District of Columbia. In 38 States less than 6 percent of the covered employment was found in the construction industry. This relatively small proportion is explained partly by the fact that the construction industry

⁶ The March 1937 edition of the code was used by all States except the District of Columbia, Massachusetts, North Carolina, and West Virginia, which used the 1936 edition. The classifications in the earlier code, however, are nearly identical to those in the 1937 edition.

operated at a fairly low level in 1938 and partly because the coverage provisions of State laws probably exclude many firms engaged in construction work.

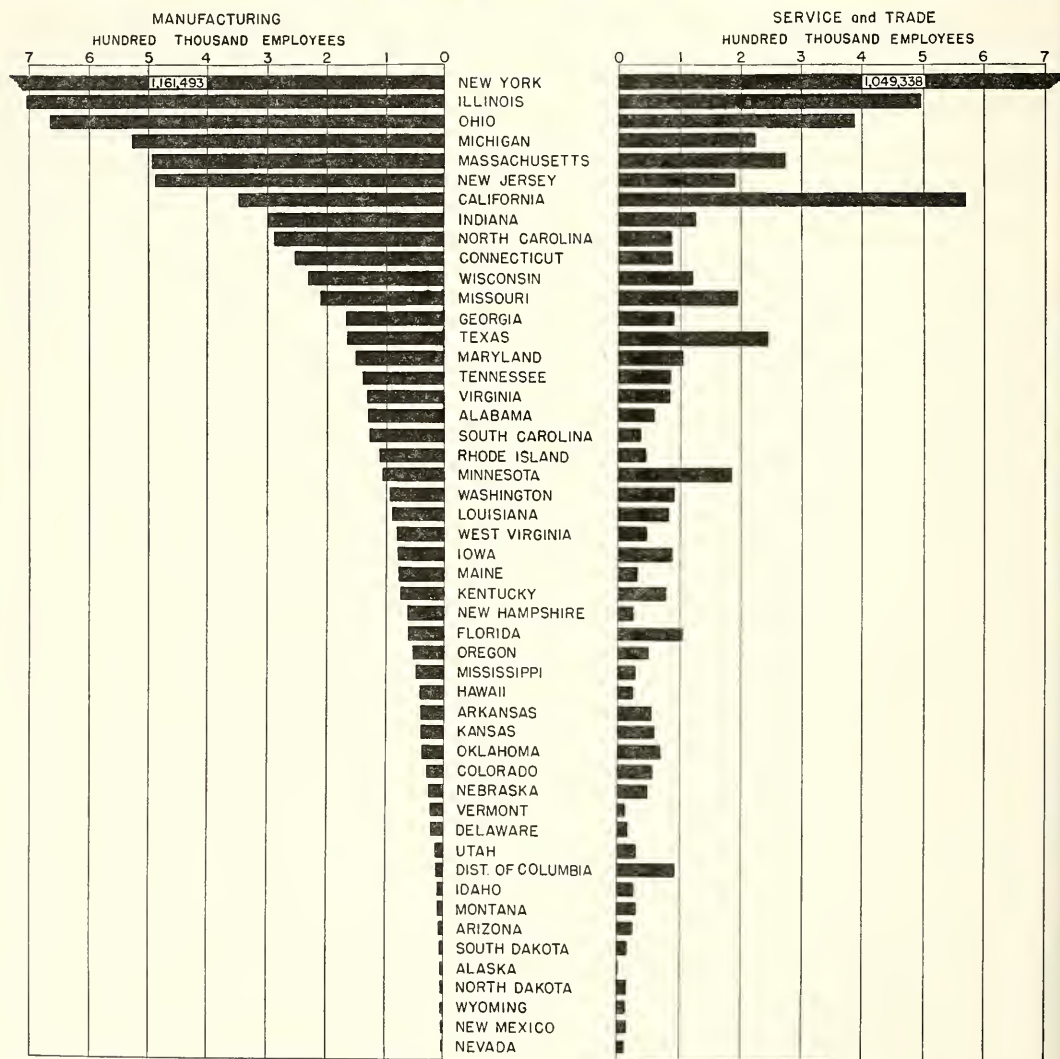
Transportation, communication, and utilities.—Transportation, communication, and utilities, collectively, comprise 10–20 percent of covered employment in each of 36 jurisdictions. The States

with the highest proportion of workers in this division are all in the Mountain or West North Central sections of the country.⁷

Mining and quarrying.—Relatively few States

⁷ Effective July 1, 1939, the unemployment compensation program for railroad workers was transferred from the States to the Federal Railroad Retirement Board, in accordance with the provisions of the Railroad Unemployment Insurance Act. See table 3 for data on employment and pay rolls in interstate railroads in 1938.

Chart 2.—Unemployment compensation: Employment of covered workers in manufacturing and in service and trade, monthly average, 50 States, 1938¹



¹ See table 2, p. 82.

have any significant proportion of covered workers employed in mining and quarrying activities. In West Virginia, the importance of the mining industry (chiefly bituminous coal) in the unemployment compensation program is evident from the fact that 38 percent of the covered employment in 1938 was concentrated in that activity. All the Mountain States had more than 9 percent of their covered workers engaged in mining. Nevada, New Mexico, and Wyoming had more than 20 percent so engaged. Over 30 percent of the workers of Alaska were employed in mining, and Kentucky showed a concentration of 20 percent in this industry, principally in bituminous coal. In Oklahoma 18 percent of the covered workers were employed in mining; for the most part these employees were engaged in the production of crude petroleum and natural gas.

Service.—The service division represents a combination of various types of employment, including business, personal, and professional service. Hotels, amusements, and personal service enterprises (such as laundries) comprise the major portion of this division. The relative importance of the service division in total covered employment ranged from 3 percent in Alaska to 19 percent in the District of Columbia. In 38 of the 50 jurisdictions shown in table 4, service accounted for 5–10 percent of total covered employment in 1938.

Other industries.—Delaware is the only State to show any sizable proportion of covered employment in the miscellaneous division designated as "other," which in that State reflects employment in holding companies and administrative offices. Another relatively important group in the miscellaneous division is "logging and lumber camps (not attached to sawmills) and logging contractors." In Maine and the western States, such activity constitutes most of the employment in this division.

Major Industry Groups

When covered employment for 1938 is examined in terms of the 70 major industry groups of the Industrial Classification Code, more detail is disclosed on the types of covered employment which predominate in a State. Table 4 indicates that one or two industries rank first in a number of States. Interstate railroads occupied first place in the proportion of covered employment in 10

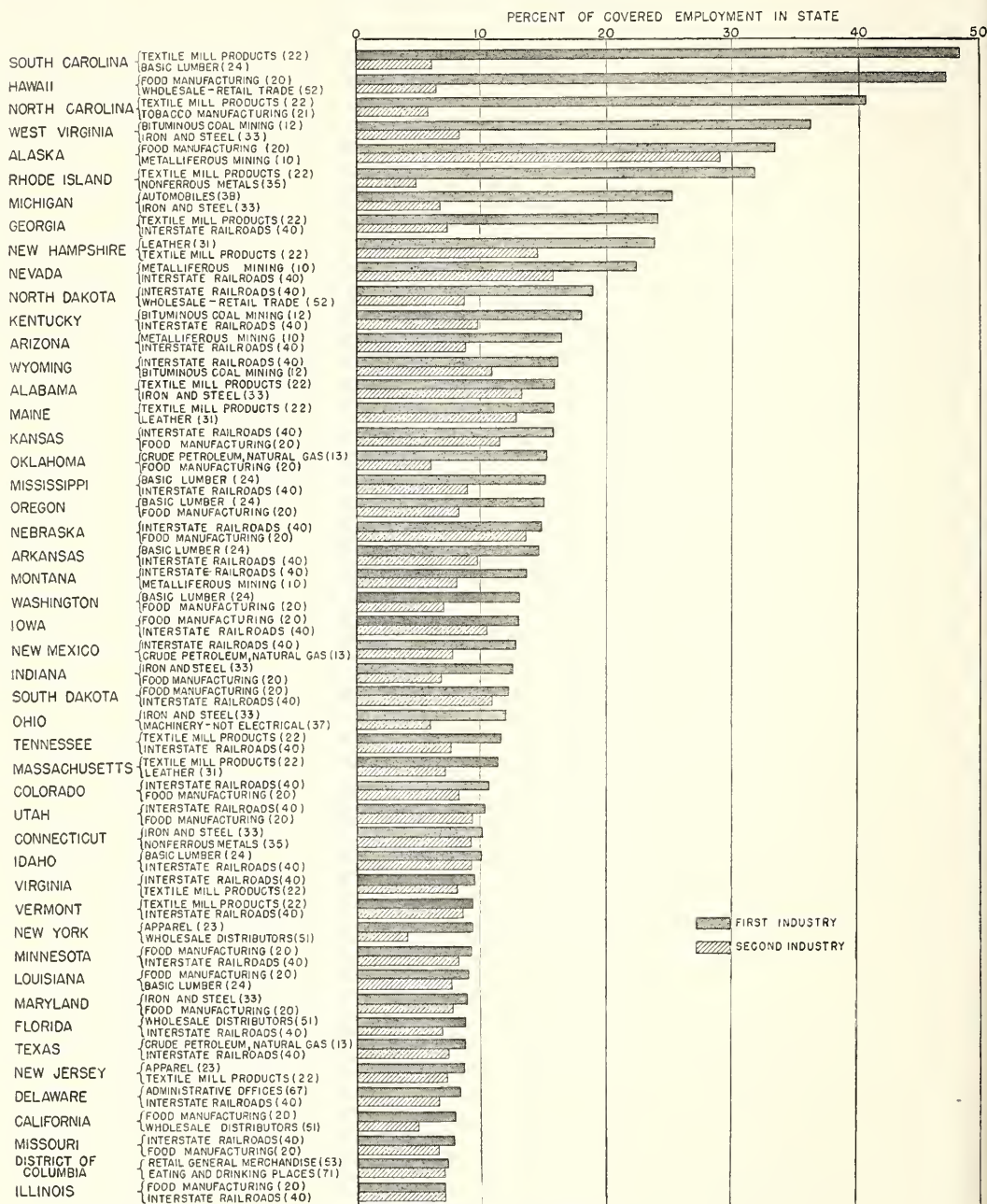
States and second place in 16.⁸ All the Rocky Mountain and Southwestern States are included in these 26 States. Another leading industry group is food manufacturing which was first in 8 States and second in 10. Textiles ranked first in 9 States and second in 3; basic lumber first in 5 States and second in 2; and iron and steel first in 4 States and second in 3.

From the point of view of the unemployment compensation program, it is important to know how much of the covered employment in the State is in a few industries. When, for example, covered workers in a State are largely concentrated in one industry, such as textiles or mining, a marked and prolonged depression in that industry may result in a serious drain on State unemployment compensation funds and impose heavy burdens on administrative operations. Chart 3 shows this concentration for the two most important industries in the State. Alaska was the only jurisdiction which had more than 20 percent of its covered employment in each of two industries during 1938. Ten States had more than 20 percent in one industry. Textiles predominated in North Carolina, South Carolina, Rhode Island, and Georgia. Food manufacturing occupied first place in Alaska and Hawaii, bituminous coal in West Virginia, automobiles in Michigan, leather in New Hampshire, and metalliferous mining in Nevada.

At the bottom of the chart appear the States with less concentration in one industry. In 14 States less than 10 percent of the covered employment in 1938 was in the industry group which ranked first, and in these States the industry which occupied the second place was a relatively close second in importance.

When percentages are combined for the first 5 and first 10 industries for States which had low concentrations of employment in their 2 most important industries (chart 3) it is found that Delaware had 31 percent of its employment in the first 5 industries of the State and 51 percent in the first 10; Illinois had 32 percent in the first 5 and 49 percent in the first 10; Missouri had 31 percent in the first 5 industries and 50 percent in

⁸ See footnote 7, p. 94. If interstate railroads were excluded, the array of first and second-ranking industries would give 8 additional places to retail general merchandise; 5 to food manufacturing; 3 to metalliferous mining; 2 to crude petroleum and natural-gas production; and 1 each to general contractors (other than building construction); basic lumber; chemicals; leather; stone, clay, and glass products; iron and steel; wholesale distributors; and eating and drinking places.

Chart 3.—Unemployment compensation: Percentage of average monthly covered employment in two leading industries of State, 50 States, 1938¹¹ See table 4, p. 87. Number following name of industry is code number for that industry group.

the first 10. New York and California had, respectively, 25 and 26 percent of covered employment in the first 5 industries, and both had 41 percent in the first 10.

The tabulation below lists the 10 jurisdictions which in 1938 had the greatest concentration of covered employment in the first 5 major industry groups and the 10 States which had the least concentration in the first 5:

State	Percent of average monthly covered employment in—	
	First 5 major industry groups	First 10 major industry groups
Alaska.....	77.3	86.3
South Carolina.....	65.5	75.6
Hawaii.....	62.1	72.4
West Virginia.....	62.0	73.9
North Carolina.....	59.8	73.0
Nevada.....	54.3	69.9
New Hampshire.....	51.5	64.2
Alabama.....	51.0	63.8
North Dakota.....	50.2	71.9
Rhode Island.....	49.6	63.6
Virginia.....	32.0	49.9
Florida.....	31.7	50.7
Ohio.....	31.7	47.4
Illinois.....	31.5	49.0
Missouri.....	31.3	49.7
Delaware ¹	31.2	51.0
Massachusetts.....	31.1	48.1
New Jersey.....	30.7	48.3
California.....	25.8	41.3
New York.....	24.9	41.4

¹ Administrative offices and holding companies combined represent first major industry group.

Fluctuations in 1938

Industrial production in the first half of 1938 leveled off after the recession which began in 1937; in the latter half of 1938 there was a marked recovery movement. Thus the cyclical factor in 1938 was evident even though fluctuations were less marked than in 1937 or in 1939. Figures for 1938 employment and pay rolls reflect not only seasonal fluctuations but also the particular cyclical fluctuations which characterized the year. Since insufficient data are available in figures for a single year to determine and segregate seasonal variations in covered employment, the following discussion is limited to a statement of the differences between the highest and lowest months of employment for the various States.⁹

About half the States reporting show a variation of 10 percent or less from the high to the low month of covered employment—in 8 States there was a difference of 5 percent or less over the 12-

month period.¹⁰ The latter group, headed by New Jersey, New York, and Illinois, consists largely of States in which manufacturing of a diversified character employs the largest number of covered workers. Kansas and Oklahoma, States in which a few stable industries dominate the employment pattern, are exceptions. A middle group of 17 States show 11–20 percent variation from the high to the low month of employment; 4 are New England States (Vermont, New Hampshire, Rhode Island, and Maine); 5 are Mountain States (Colorado, Utah, Arizona, Montana, and Nevada); and 2 are on the Pacific Coast (Washington and Oregon). In 6 States employment in the lowest month of the year was 22–24 percent less than that in the highest month. The marked seasonal variation in the activities in Florida probably accounts for its position in this group. Alaska with a variation of 74 percent stands alone; here too, the seasonal factor is important particularly in the fish canneries and mining activities which accounted for the major part of the fluctuation which occurred in covered employment.

The quarterly pattern of pay rolls in covered industries is somewhat different from the monthly pattern of employment described above. The differences in the two patterns are attributable largely to the fact that workers employed on a less than full-time basis as well as those working full time are included in the count of employment. As a result, the count of workers employed at any one time tends to fluctuate less than the aggregate earnings over the quarterly period. The fact that in most States 1938 figures for quarterly pay rolls show considerably greater fluctuations than those for employment would indicate that many covered workers were not fully employed.

Some States with comparatively little fluctuation in covered employment exhibited extreme variations in pay rolls; such variations were almost as sharp as the pay-roll variations in States with the maximum fluctuations in employment. Outstanding in this group of States were Connecticut, Indiana, and New Jersey. In general, the States with variations in employment ranging from 10 to 20 percent showed similar variations in pay rolls, although Delaware, Rhode Island, Vermont, and North Carolina had somewhat larger pay-roll fluctuations. Of the 7 States in which

⁹ Excludes Massachusetts, New Mexico, Pennsylvania, and Virginia, for which complete data were not available, and Louisiana which changed its size-of-firm provision during the year.

¹⁰ For data on employment by months, see Employment Security Memorandum No. 3, op. cit., Pt. II.

monthly employment varied more than 20 percent, all except Michigan had somewhat smaller payroll fluctuations.

Employment fluctuations in manufacturing tend to be greater than those in all covered employment.¹¹ Only 16 States had fluctuations of 10 percent or less in manufacturing employment compared to 21 States (excludes New York in addition to the 5 States listed in footnote 9, p. 97) for all covered employment; and while only 8 States varied more than 20 percent from

¹¹ The opposite was true in 6 States. In the District of Columbia, Arizona, and Nevada, this fact may be explained by the comparative unimportance of manufacturing and in Minnesota and Florida by the seasonality of all covered employment. In North Carolina, trade (which had only 16 percent of the covered employment of the State while manufacturing had 65 percent) showed a variation from high to low month of 28 percent, and this extreme movement made the fluctuation for all covered employment greater than that for manufacturing. For a tabulation of the percentage ratios of low to high month of employment and low to high quarter of pay rolls for the manufacturing division, see Employment Security Memorandum No. 6, op. cit., Pt. I, p. 22.

the high month to the low for all covered employment, 11 had a variation of more than 20 percent in manufacturing. From a similar comparison of high to low quarterly pay rolls in manufacturing it is evident that in most States the fluctuation in pay rolls is greater than that in employment. Only 4 States show the same ratios for employment and pay rolls, and in 12 the variation in pay rolls is less than that in employment.

It is evident from these comparisons that States vary widely in the extent to which employment and pay rolls fluctuate during a 12-month period. Industrial diversification, the stability of the leading businesses during periods of seasonal and cyclical change, and the extent to which the State is subject to extremes of the seasons are factors having an important bearing on these fluctuations and on the operations of the employment security program.

Legislative Framework of Unemployment Compensation in 1939¹

UNEMPLOYMENT COMPENSATION assumed a major role in the 1939 legislative sessions, which for most States were the first since benefit payments began. Of the 47 legislatures which met during the year,² all considered amendments to their unemployment compensation laws and in all—except Arizona and the District of Columbia—amendments ranging from minor changes to complete revision of their existing statutes were approved. The most significant amendments adopted revised the benefit structure in 41 jurisdictions. The only States which changed their laws without modifying benefit provisions were Pennsylvania which merely enacted an amendment necessitated by the passage of the Railroad Unemployment Insurance Act; Georgia which amended coverage provisions only; New Jersey which revised provisions relating to contributions and passed amendments to accord with the Railroad Unemployment Insurance Act; and Ohio which set up a new administrative agency, added a further employment exclusion, and amended its law to conform with the railroad act.

Although there was a trend toward liberalizing certain provisions such as the waiting period,³ and a tendency toward increasing the severity of disqualifications, in general the amendments were designed primarily to simplify administration. Because of the interrelations of the various factors affecting the benefit formula and the varying wage and employment patterns among the States, evaluation of the actual effects of these changes in the benefit provisions, both on the benefit rights of covered workers and the cost to State funds, awaits experience and study.

Unemployment compensation in the United States is primarily a State responsibility. The Federal Government under the Social Security Act pays the administrative costs of the program and

allows a tax credit to employers in the State if the State law meets certain minimum requirements. These Federal requirements are designed to distinguish the unemployment compensation system from a relief measure, to safeguard finances and administration, and to prevent a breakdown of work standards. In this Federal-State system the fundamental elements of an unemployment compensation program—the groups to be protected and those to be excluded, the benefit rates, the duration of benefits, the conditions under which unemployed workers may receive benefits, and the administrative organization—are determined by the individual State.

Although there is considerable variation among the State laws on practically every phase of unemployment compensation, and the differences have been increased over the past year, in general the State unemployment compensation laws follow a similar pattern.

Not all types of work are covered. In about half the States employment for firms with less than eight workers is excluded, and domestic and agricultural service, employment in nonprofit institutions, self-employment, and certain other employments are in general exempt from coverage.

In all State unemployment compensation laws, a worker's benefit rights are dependent upon the earnings or the employment he has had in a past period of time, usually called the base period. In most States the base period is 4 or 8 quarters long, with a lag period of 1 or more quarters between the end of the base period and the time of initial determination of benefit rights.

Total unemployment is measured in units of a week, except in Texas where a 2-week period is used. Partial unemployment (usually defined as a week of less than full-time work in which the claimant earned less than his weekly benefit amount) is compensated in all except six States,⁴ and in Massachusetts such benefits will be paid beginning with October 1940.

Weekly benefits are based on the previous wages of the individual worker and usually

¹ The present summary does not include legislative changes subsequent to 1939. For a more recent and detailed analysis, see current issue of *Comparison of State Unemployment Compensation Laws* published by the Bureau of Employment Security. For official text and interpretation of these laws consult the statute, decisions, opinions of the attorney general, and rules and regulations of the State.

² All jurisdictions except Kentucky, Louisiana, Mississippi, and Virginia met in legislative session.

³ See pp. 145-148 for definitions.

⁴ Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania.

amount to about half his full-time weekly wage. However, in most States the benefit rate is based on an approximation of the full-time wage. In most such cases the worker's benefit rate is computed directly as a fraction (from $\frac{1}{10}$ to $\frac{1}{2}$) of his wages earned during the quarter of his base period in which his earnings were the highest. The annual wage is the basis for benefits in a few States.

Benefits are uniform in duration for all workers in some States, but in most the duration is related to an individual worker's past wages or employment, with the further limitation that total benefits shall not exceed a specified amount. The most common limit is 16 times the weekly benefit amount.

Eligibility requirements in all but a few States are expressed in terms of a minimum amount earned in covered employment during a stated period. In the majority of States the wage qualification is a multiple of the weekly benefit amount. In several States the wage qualification is in flat amounts, ranging from \$100 to \$300. In these States the higher-paid workers can, of course, qualify for benefits in a shorter period of time than can lower-paid workers.

All States require a waiting period beginning with the filing of an initial claim and ending with the first day of a claimant's first compensable week. During this waiting period the claimant must meet certain requirements in order to be eligible for compensation during later weeks of unemployment. This period serves the administrative purpose of allowing time in which to process a claim and eliminates payments to claimants unemployed for brief periods. Waiting-period requirements vary from State to State, but nearly half the States require a single waiting period of 2 weeks in a benefit year.

Workers discharged for misconduct, those voluntarily leaving their jobs without good cause, those unemployed because of a labor dispute, and those who refuse to accept suitable work, as well as other groups in some States, are subject to disqualification. In most States when workers are disqualified their benefit payments are postponed until a time (usually from 1 to 6 or 9 weeks after the event) when the worker's unemployment is considered as occasioned by inability to find a job rather than due to its original cause. However, in some States disqualifications take the form of penalties such as provisions for reduction

in benefit rights or denial of benefits throughout the spell of unemployment.

Coverage

About half the States have followed the coverage of the Federal Unemployment Tax Act⁵ which applies to firms which have employed eight or more workers on some day in 20 different weeks during a year. The other half have covered smaller firms. During 1939 there was little change in the coverage of the State unemployment compensation laws. Size-of-firm provisions were changed only in Illinois which extended its law to cover employers of six or more workers rather than eight or more. Six other States,⁶ all of which had covered employers of less than eight, changed their coverage provisions by basing them on the size of the employer's pay roll as well as the number of workers employed; eight States in all now use the two criteria. The new basis will further extend the unemployment compensation coverage in New Mexico and Utah⁷ and will reduce it slightly in Montana and Wyoming.⁸ The effect of such changes in Idaho and Nevada cannot be determined merely from the terms of the amendments.

Coverage has also been affected by new employment exclusions which vary considerably from State to State. While in the main they exclude small groups of workers such as employees of benevolent societies, civic groups, and students, large groups of workers were affected in Minnesota. In that State the law previously covered employment by an employer of one or more; such employment is now included only if within the limits of a city of 10,000 or more or if the employer is subject to the Federal Unemployment Tax Act.⁹ A somewhat similar exclusion was added in Wisconsin, where groups of municipal and county employees had previously been covered. The law as amended now excludes all such workers from compulsory coverage except those employed by the municipal government in cities of 150,000 or more.

⁵ Formerly title IX of the Social Security Act; employers in States with unemployment compensation laws approved by the Social Security Board may claim credit against the Federal tax—up to 90 percent of that tax—for contributions paid to State unemployment funds.

⁶ Idaho, Montana, Nevada, New Mexico, Utah, and Wyoming.

⁷ By utilizing pay-roll bases which will obviously cover smaller firms than those covered previously.

⁸ The size-of-firm basis previously used was retained, and a requirement as to the size of the employer's pay roll was added.

⁹ A case contesting the constitutionality of this exclusion was dismissed by the State supreme court on jurisdictional grounds.

In addition, a definition of agricultural labor to correspond with that contained in the Federal Unemployment Tax Act will take effect in several States¹⁰ in 1940, thereby excluding many workers in occupations relating to agriculture who were formerly covered. On the other hand, many State laws which contained a provision automatically extending coverage to employment taxed under the Federal act have now included employees of national banks in accordance with the 1939 amendments to the Social Security Act and Internal Revenue Code.¹¹

Benefit Structure

During 1939 the base period was shortened in 34 jurisdictions¹² from 2 or more years to 1, making a total of 39 which utilize a 1-year base period. Of these 34 jurisdictions, 12¹³ adopted a uniform base period for all claimants. Thirty-five jurisdictions now use a single base period for determining qualifying earnings and benefit amount and duration. Twenty-four jurisdictions¹⁴ have adopted a benefit year which begins with the week in which a valid claim is first filed. On the other hand, except for North Carolina all 12 jurisdictions which adopted a uniform base period likewise established a uniform benefit year which begins at a prescribed date regardless of the date on which an individual claim is filed.

Shortening the base period and utilizing a single period to determine eligibility requirements and benefit duration and amount have not only eliminated the necessity for the redeterminations required under the extensible base period, but have reduced the amount of administrative work involved in processing records necessary for benefit determination. The new definitions of the benefit year eliminate the necessity for redeterminations often required by the old definitions. Previously, the determination of a worker's bene-

fit rights was made when he first filed a claim. If, however, he returned to employment before he began to draw benefits no benefit year was actually begun and a new determination was needed when he again became unemployed.

Before their 1939 amendments most of the State laws provided for determining weekly benefit amounts on one of two bases—the worker's most recent actual full-time weekly wage or, if such full-time weekly wage was not readily determinable, by an alternative mathematical formula. By the end of 1939, however, the number of jurisdictions which used alternatives of this character as a basis for computing the weekly benefit amount had dropped from 38 to 10, and the number basing the weekly benefit amount solely on a single mathematical formula which is intended to approximate full-time weekly wages had increased from 10 to 34. In 26 of the States¹⁵ which passed amendments during 1939, the weekly benefit amount is computed on the basis of a fraction of the individual's highest quarterly wage, on the theory that a quarter of highest earnings would approximate a period of full-time work. Eighteen States established a fraction higher than one-twenty-sixth of high-quarter earnings in order to compensate for some underemployment during the quarter. Of these 18, 8¹⁶ adopted one-twentieth; 1,¹⁷ one-twenty-third; 1,¹⁸ one-twenty-fourth; 4,¹⁹ one-twenty-fifth; and 4,²⁰ weighted schedules based on the highest quarterly wage. On the other hand, 4 States²¹ abandoned the principle of relating benefits to full-time weekly wages and instead established tables in which the weekly benefit amount is computed on the basis of annual wages.

There is little evidence of liberalization in provisions for maximum benefits, although significant changes made with respect to minimum benefits should provide more adequate payments to eligible unemployed workers. The typical weekly maximum, found in 42 laws, is still \$15. Only 6 jurisdictions increased their maximum weekly benefit

¹⁰ Alabama, Florida, Michigan, and Wisconsin.

¹¹ Public, No. 379, 76th Cong., 1st sess.

¹² Alabama, Alaska, Arkansas, California, Colorado, Connecticut, Delaware, Hawaii, Idaho, Kansas, Michigan, Minnesota, Montana, Nebraska, Nevada, New Mexico, North Dakota, South Carolina, Tennessee, Texas, Vermont, Washington, Wyoming, and the 11 States listed in footnote below (not including New York).

¹³ Illinois, Maine, Maryland, Massachusetts, New Hampshire, New York, North Carolina, Oregon, Rhode Island, South Dakota, Utah, and West Virginia. The New York law had previously provided alternative use of either a calendar-year base or an individual base period consisting of the first 4 of the 5 quarters preceding a compensable week.

¹⁴ Alaska, Arkansas, California, Connecticut, Delaware, Florida, Hawaii, Idaho, Iowa, Kansas, Minnesota, Montana, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, Oklahoma, South Carolina, Tennessee, Texas, Vermont, Washington, and Wyoming.

¹⁵ Alabama, Alaska, Arkansas, California, Connecticut, Delaware, Florida, Hawaii, Idaho, Illinois, Maryland, Massachusetts, Minnesota, Montana, Nevada, New Jersey, New Mexico, New York, Oregon, Rhode Island, South Carolina, Tennessee, Texas, Utah, Washington, and Wyoming.

¹⁶ Alaska, California, Florida, Illinois, Nevada, Oregon, Washington, and Wyoming.

¹⁷ New York.

¹⁸ Utah.

¹⁹ Delaware, Hawaii, Minnesota, and Montana.

²⁰ Connecticut, Idaho, Massachusetts, and Rhode Island.

²¹ Maine, North Carolina, South Dakota, and West Virginia.

above \$15, 4²² raising it to \$16 and 2²³ to \$18. In all but 10 of the unemployment laws amended as to benefit structure during 1939, however, changes were made in the provisions relating to minimum benefits for total unemployment. These changes were in the direction of establishing flat minimum benefit amounts to eliminate writing small checks at relatively high administrative cost. Only 3 States which amended their laws during 1939 retained a variable minimum benefit amount according to which the lesser of a specified flat amount or three-fourths (or the whole) of the full-time weekly wage is determined to be the minimum.²⁴ At the beginning of the 1939 legislative sessions only 11 jurisdictions had flat minimum benefit amounts; by 1940 such minimums were established in 43. Eight jurisdictions²⁵ established a minimum of more than \$5, 15²⁶ provided a \$5 minimum and 11²⁷ adopted minimum benefit amounts ranging from \$1.50 to \$4. Previous to the 1939 legislative sessions, payments of less than \$5 for a week of total unemployment were possible under the laws of 43 jurisdictions; such payments are now possible in only 23.

<i>Minimum weekly benefit amount</i>	<i>Number of laws with provision as of Jan. 1, 1940</i>
Flat minimum:	
\$1.50-\$4.....	15
\$5.....	18
\$6-\$10.....	10
Variable minimum.....	5
No minimum.....	3

¹ One State in the \$1.50-\$4 group and 2 in the \$5 group provide lower weekly benefit amounts, but do not make payments of less than a flat amount specified in the law.

Another administrative simplification is found in provisions for rounding the weekly benefit amount. Many States amended their laws to simplify check-writing by computing the weekly benefit amount at 50¢ or \$1 intervals.

Important among the interrelationships of various items in the structure of the benefit

formula is that of the base period and benefit duration, since most State laws contain a provision allowing maximum benefits equaling a multiple of the weekly benefit amount or a fraction of earnings in the base period, whichever is less. A reduction in the length of the base period, therefore, if not accompanied by a corresponding increase in the ratio of benefits to previous earnings will usually have the effect of reducing duration. Although 12 States²⁸ doubled the ratio of benefits to wages earned in the base period to compensate for the reduction in length of the period, 5 States²⁹ increased the ratio from 1:6 to only 1:4, 2³⁰ to 1:5, and 1³¹ did not change the ratio at all.

When a limitation is imposed by ratio provisions duration is also limited by the maximum established in the law, ranging from 13 to 20 times the weekly benefit amount. No change in this overall maximum was made by any State which computes duration on the basis of a ratio of benefits to wages. Eight States joined Ohio in allowing all eligible claimants a uniform duration. In four of these States³² the change liberalizes benefits and also simplifies procedures, since there is no longer need for computing ratios. In the remaining four,³³ however, the uniform duration is connected with computations of the weekly benefit amount on the basis of annual wages and represents only a shift in emphasis; in these States workers may get benefits for a longer period, but in lower weekly amounts.

Three States³⁴ adopted weighted schedules to compute duration with the result that lower-paid workers get proportionately more in total benefits than the higher-paid workers, and in two of these States the duration was made longer. Wisconsin increased its ratio of benefits from 1 benefit week for 4 weeks of employment to 1 benefit week for 3 weeks of employment and also increased from 26 to 68 weeks the period after the end of a job during which employment in that job may be used as a basis for benefits.

One other type of change was made to simplify

²² Alaska, Alaska, Arkansas, Colorado, Kansas, Minnesota, Nebraska, Nevada, New Mexico, North Dakota, Vermont, and Washington.

²³ Idaho, Illinois, Maryland, and Wyoming; Michigan also has this ratio if base-period earnings are more than \$800, but a somewhat higher ratio for smaller earnings.

²⁴ Texas and Utah.

²⁵ Delaware.

²⁶ Montana, New York, South Carolina, and Tennessee.

²⁷ Maine, North Carolina, South Dakota, and West Virginia.

²⁸ California, Connecticut, and Rhode Island.

²² Alaska, Illinois, Rhode Island, and Utah.

²³ California and Idaho.

²⁴ Iowa, Georgia, and Vermont.

²⁵ California, Illinois, Massachusetts, Michigan, Oregon, Rhode Island, Washington, and Wisconsin.

²⁶ Alaska, Colorado, Connecticut, Idaho, Kansas, Maryland, Minnesota, Montana, Nebraska, Nevada, New Hampshire, North Dakota, Texas, Utah, and Wyoming. The Kansas and Minnesota laws provide a \$5 minimum for the payment of benefits, but use a different minimum for the purpose of determining eligibility.

²⁷ Alabama, Arkansas, Florida, Maine, Missouri, New Mexico, North Carolina, South Carolina, South Dakota, Tennessee, and West Virginia. The Missouri law provides a \$2 minimum for the payment of benefits, but uses a different minimum for the purpose of determining eligibility.

the computation of duration. Before 1939 most States had set \$390 a quarter as the maximum wages which could be used in computing duration, hence total benefits were limited by quarterly wages as well as by total wages. Of the 23 jurisdictions which had such a limitation and which amended their duration provisions, only 5 retained the limitation on the amount of quarterly wages which may be credited.

<i>Duration of benefits</i>	<i>Number of laws with provision as of Jan. 1, 1940</i>
Uniform duration:	
16 times weekly benefit amount.....	6
14 " " " "	2
13 " " " "	1
Variable duration:	
$\frac{1}{2}$ of wages earned in 1 year (or $\frac{1}{2}$ of wages earned in 2 years), but not more than—	
20 times weekly benefit amount.....	12
18 " " " "	2
16 " " " "	12
15 " " " "	2
14 " " " "	3
12 " " " "	21
$\frac{1}{4}$ of wages earned in 1 year (or $\frac{1}{4}$ of wages earned in 2 years), but not more than—	
17 times weekly benefit amount.....	1
16 " " " "	3
14 " " " "	1
13 " " " "	1
$\frac{1}{2}$ of wages earned in 1 year, but not more than 16 times weekly benefit amount.....	2
$\frac{1}{2}$ of wages earned in 1 year, but not more than—	
16 times weekly benefit amount.....	25
13 " " " "	1
16 percent of wages earned in 5 quar- ters, but not more than 15 times weekly benefit amount.....	1
Schedule weighted for lower-paid workers:	
With no other maximum.....	2
Not more than 13 times weekly benefit amount.....	1
1 week's benefits to 3 weeks of employment in specified past period.....	2

¹ State provides a ratio of 30 percent instead of $\frac{1}{2}$.

² State in each group provides a ratio of 16 percent instead of $\frac{1}{2}$ in 1 year, $\frac{1}{2}$ in 2 years.

Partial Unemployment

Two States³⁵ which previously had no provision to pay benefits for partial unemployment, adopted such provisions in 1939, leaving 5³⁶ jurisdictions which still do not cover this type of unemploy-

ment. Previously, in many States, a worker was considered totally unemployed and received his weekly benefit amount if he had no earnings from his regular job and his earnings from odd jobs did not amount to more than \$3. On the other hand, he was considered partially unemployed if his earnings in a week were less than a sum which was somewhat greater than his weekly benefit amount (usually \$2 or 20 percent more), and the benefit paid him was either the difference between his earnings and such a sum, or the difference between a fraction of his earnings (such as $\frac{1}{2}$) and his weekly benefit amount. As in total unemployment, earnings from odd jobs which amounted to \$3 or less were disregarded both in determining whether a worker was partially unemployed and in computing his benefit for a week of partial unemployment. Only 11 States whose legislatures passed amendments in 1939 retained formulas similar to that outlined.³⁷ By 1940, 17 States³⁸ had adopted a definition of unemployment which makes no legal distinction between partial and total unemployment but makes it possible for the State to differentiate types of unemployment by regulation and through procedures. All except one of the States which adopted a definition of unemployment specify that an individual is entitled to benefits for any week of less than full-time work if his earnings fall below his weekly benefit amount.³⁹ However, most of these States specify that the benefits paid for unemployment shall be computed by excluding from consideration the first \$2 or \$3 of earnings from any source and the benefit shall amount to the difference between the remainder of earnings and the weekly benefit amount. Eight other States, which did not adopt a definition of unemployment, revised their laws to achieve a somewhat similar result in their definition of partial unemployment and partial benefits.⁴⁰ By the end of the 1939 legislative sessions a total of 31 States compensated for partial unemployment when earnings fell below the weekly benefit amount. The other 14 States had provisions which differed in various ways.

³⁷ Arkansas, Delaware, Iowa, Kansas, Missouri, New Hampshire, North Carolina, Ohio, Oklahoma, Texas, and Vermont.

³⁸ Alaska, California, Delaware, Hawaii, Illinois, Maryland, Minnesota, Nebraska, Nevada, New Mexico, North Dakota, Oregon, South Carolina, South Dakota, Tennessee, Washington, and Wyoming.

³⁹ In Delaware a worker is considered unemployed when his week's wages fall below \$2 more than his weekly benefit amount.

⁴⁰ Alabama, Colorado, Florida, Idaho, Maine, Massachusetts, Rhode Island, and Utah.

³⁵ Massachusetts and Nebraska.

³⁶ Mississippi, Montana, New Jersey, New York, and Pennsylvania. Massachusetts will begin to pay partial benefits in October 1940.

In addition most States removed the distinction between odd-job earnings and earnings from regular employment as a basis for determining whether an individual is partially unemployed as well as for computing partial benefits. During 1938, 36 States excluded odd-job earnings; by the end of 1939 only 18 States—including several whose legislatures had not met during the year—had such a provision.

In a few instances there have been changes in the unit of time by which partial unemployment is measured. Texas now uses a 2-week period as the unit for measuring both total and partial unemployment, and West Virginia adopted a period consisting of a calendar quarter for partial unemployment. In addition, the administrative agency in Colorado is permitted by law to use a pay-period basis for partial unemployment, and in Indiana a pay period longer than a week is used in computing benefits for partial unemployment. On the other hand, in Michigan, where a monthly basis for partial unemployment was formerly used exclusively, the law was amended to allow the administrative agency discretion in computing on a weekly or monthly basis. In practice, most payments in that State are now computed on a weekly basis.

Eligibility

Two trends are evident in the amendments relating to the eligibility for benefits expressed in terms of wages earned in prior periods: The requirements were raised materially and there was a noticeable shift to the use of a flat earnings requirement from one related to the weekly benefit amount.

The amount of earnings required for eligibility was changed in 32 jurisdictions. At the beginning of 1939 no jurisdiction required qualifying wages of more than 24 times the weekly benefit amount. At the end of the year, 18⁴¹ had increased such requirements to 25–60 times the weekly benefit amount, with 30 the most common multiple adopted. In States in which the wage qualification is expressed as a multiple of the weekly benefit amount, eligibility of lower-paid workers has been restricted by two other factors: first,

the adoption of flat minimum weekly benefit amounts and second, additional requirements of a minimum amount of earnings in a quarter. Ten States which increased their wage qualifications at the same time raised their minimum benefits to at least \$5,⁴² thereby probably excluding some low-paid workers as well as workers with somewhat higher wages but with little employment. Two of these States and 4 others,⁴³ all with increased earnings requirements, do not pay benefits unless the worker has earned from \$37.50 to \$78 in a single quarter, as well as a specified multiple of the weekly benefit amount during the year. It is thus possible that workers with steady employment cannot qualify for benefits if their wage levels have been very low.

The number of States which require a flat amount of qualifying earnings increased from 6 to 15; the amounts required range from \$100 to \$300. It is impossible to determine without special study whether the use of a flat qualifying wage in a particular State represents a decrease or an increase in the strictness of the eligibility condition.

<i>Wage or employment qualifications</i>	<i>Number of laws with provision as of Jan. 1, 1940</i>
Multiple of weekly benefit amount:	
16 times or less.....	13
24–30 times.....	16
More than 30 times.....	4
Flat requirement for any claimant:	
\$100–\$150.....	6
\$200 or more.....	9
Based on employment, instead of wages.....	3

Waiting-period provisions were amended by 34 jurisdictions. Of these, 24⁴⁴ adopted a single waiting period of 2 weeks within the benefit year, and 6⁴⁵ adopted 3 weeks within the benefit year. Inasmuch as the common requirement until 1939 was a waiting period of 2 weeks in the 13 preceding the week for which benefits were claimed—with a maximum either of 5 weeks in 65 or 3 additional weeks in the benefit year following—amendments of this character definitely reduced the waiting period and simplified administrative processes.

⁴¹ Alaska, Colorado, Idaho, Massachusetts, Maryland, Montana, Nebraska, North Dakota, Utah, and Wyoming.

⁴² Alabama, Idaho, Minnesota, New Mexico, South Carolina, and Wyoming.

⁴³ Alaska, California, Colorado, Delaware, Florida, Hawaii, Illinois, Iowa, Maine, Maryland, Massachusetts, Minnesota, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, Oklahoma, Rhode Island, South Carolina, Tennessee, Utah, Washington, and Wyoming.

⁴⁴ Alabama, New York, Oregon, South Dakota, Vermont, and West Virginia.

⁴⁵ Alabama, Alaska, Colorado, Florida, Idaho, Maryland, Massachusetts, Minnesota, Montana, Nebraska, New Mexico, New York, North Dakota, South Carolina, Tennessee, Utah, Vermont, and Wyoming. Of these 18 States, Florida's provision requires earnings of 60 times the weekly benefit amount in a 2-year period, while all the other States require earnings in 4 quarters.

Furthermore, whereas before 1939 only 1 State counted a week of partial unemployment as equivalent to a week of total unemployment for waiting-period purposes, now 24 States count such weeks as equivalent.

Disqualifications

Disqualifications have been made more severe in most of the States which amended their laws in this respect. In addition to postponement of benefits, workers in nine States ⁴⁶ which previously had no such provision now incur a reduction in their benefit rights for voluntary leaving, discharge for misconduct, or refusal of suitable work. New disqualifications have also been applied to married women, to workers who have been suspended for disciplinary reasons, to those who have falsified claims, and to certain other groups.

The disqualification for voluntary leaving without good cause was increased in 13 States, ⁴⁷ including 4 ⁴⁸ which now refuse benefits for the duration of the resulting unemployment, 1 ⁴⁹ which cancels benefit rights earned from the employer whom the worker left, and 5 ⁵⁰ which authorize a reduction in benefit duration. The disqualification for discharge because of misconduct has been made more severe in 12 jurisdictions; ⁵¹ 2 States ⁵² extended disqualification for this cause to the entire period of unemployment, 7 ⁵³ reduced benefit duration in addition to the usual postponement of benefits, 1 ⁵⁴ canceled wage credits earned in the employ of the firm from which the worker was discharged, and 1 ⁵⁵ canceled all wage credits if the misconduct was unlawful or gross and willful. One State (Massachusetts), however, eliminated the disqualification for misconduct; Pennsylvania also has no such disqualification.

More severe disqualifications for refusal of suitable work were imposed by nine legislatures during 1939. Amendments in three States ⁵⁶

deny benefits for the duration of the claimant's unemployment after such refusal; in five, ⁵⁷ such amendments reduce the duration of benefits in addition to postponement, and in Wisconsin cancel all wage credits of workers who refuse suitable work without good cause and permit the unemployment compensation agency to postpone benefits for not more than 3 weeks even though there is good cause for the refusal.

Eight States in 1939 changed their provisions regarding labor disputes. Alaska and Tennessee limited the period of disqualification for this cause to 4 or 6 weeks. Five other States broadened the disqualification, four ⁵⁸ by applying it to unemployment caused by a labor dispute in active progress, whether or not there has been a stoppage of work, and one (Oklahoma) to unemployment caused by a labor dispute, whether or not the dispute is still in progress.

Type of Fund

There was some shift in the type of fund established for State unemployment compensation programs. Four States ⁵⁹ with pooled funds substituted a study of experience rating for provisions under which an experience rating system specified in the law was due to become effective in the near future. On the other hand, Hawaii and Massachusetts, which formerly had no provisions for experience rating, amended their laws to provide for rating employers, and North Carolina changed from a pooled fund without experience rating to an employer-reserve system with partial pooling. Vermont, which had formerly allowed employers to choose whether their contributions should be credited to an individual reserve account or to a pooled account, established reserve accounts for all employers, with a partial pool of 0.54 percent of wages. Indiana, which has always had an employer-reserve system with a partial pool, reduced the proportion of contributions to the pool from one-sixth to one-twentieth. Oregon changed from an employer-reserve fund with a partial pool to a pooled fund with experience rating.

Experience Rating

Until the 1939 legislative sessions, all the experience rating plans which had been adopted

⁴⁶ Florida, Iowa, Kansas, Maine, Nebraska, New Hampshire, South Carolina, South Dakota, and Texas.

⁴⁷ Florida, Hawaii, Iowa, Kansas, Maine, Massachusetts, Michigan, Minnesota, Missouri, South Carolina, South Dakota, Texas, and Vermont.

⁴⁸ Hawaii, Iowa, Massachusetts, and Minnesota.

⁴⁹ South Dakota.

⁵⁰ Florida, Kansas, Maine, Missouri, and South Carolina. In Florida and South Carolina the reduction is not mandatory.

⁵¹ Florida, Hawaii, Iowa, Kansas, Maine, Minnesota, Nebraska, New Hampshire, South Carolina, South Dakota, Texas, and Vermont.

⁵² Hawaii and Minnesota.

⁵³ Florida, Iowa, Kansas, Maine, New Hampshire, South Carolina, and Texas. In Florida and South Carolina the reduction is not mandatory.

⁵⁴ South Dakota.

⁵⁵ Nebraska.

⁵⁶ Iowa, Nebraska, and South Dakota.

⁵⁷ Florida, Kansas, Maine, South Carolina, and Texas. In Florida and South Carolina the reduction is not mandatory.

⁵⁸ Florida, Idaho, Oregon, and South Carolina.

⁵⁹ Alabama, Idaho, Montana, and Washington.

required that variations in contribution rates be calculated on the basis of benefits charged to employers' accounts. Although these plans differed in the detailed methods of charging, all provided that the actual benefit payments be charged against the accounts of the employer or employers for whom the individual previously worked. During 1939, in addition to numerous detailed changes which permitted simplification of the charging procedures, amendments were passed in six States⁶⁰ which call for measurement of employers' experience in terms of factors other than benefit payments.

Five States adopted a plan commonly known as the "Cliffe Plan," whereby a claimant's base-period wages are charged against the employers from whom such wages were earned at the time the worker receives his first⁶¹ benefit check. The amount of the charge does not reflect actual duration of benefits. Contribution rates are assigned

⁶⁰ Connecticut, Delaware, Illinois, Massachusetts, Minnesota, and Texas.

⁶¹ In Illinois such charges are made at the time of the second rather than the first payment.

to employers by correlating the ratio of the total amount of charged base-period wages to the employer's annual pay roll with a State experience factor derived from the ratio of the total benefits paid during the year throughout the State to the total base-period wages charged to all employers during the year. In Delaware and Texas the rate structure is intended to replenish, each year, the approximate amount of benefits paid in the previous year, and in Illinois and Massachusetts the rate is also modified by the condition of the fund. The rate structure in Minnesota is devised to produce a given average annual yield which will vary from year to year according to the condition of the fund.

The compensable separations plan, adopted by Connecticut, provides that the employer is charged with the weekly benefit amount of each worker who was separated from him and received benefits without regard to the duration of such benefits. The contribution rates in this State are fixed to provide an average annual yield of a little more than 2 percent of covered pay rolls.

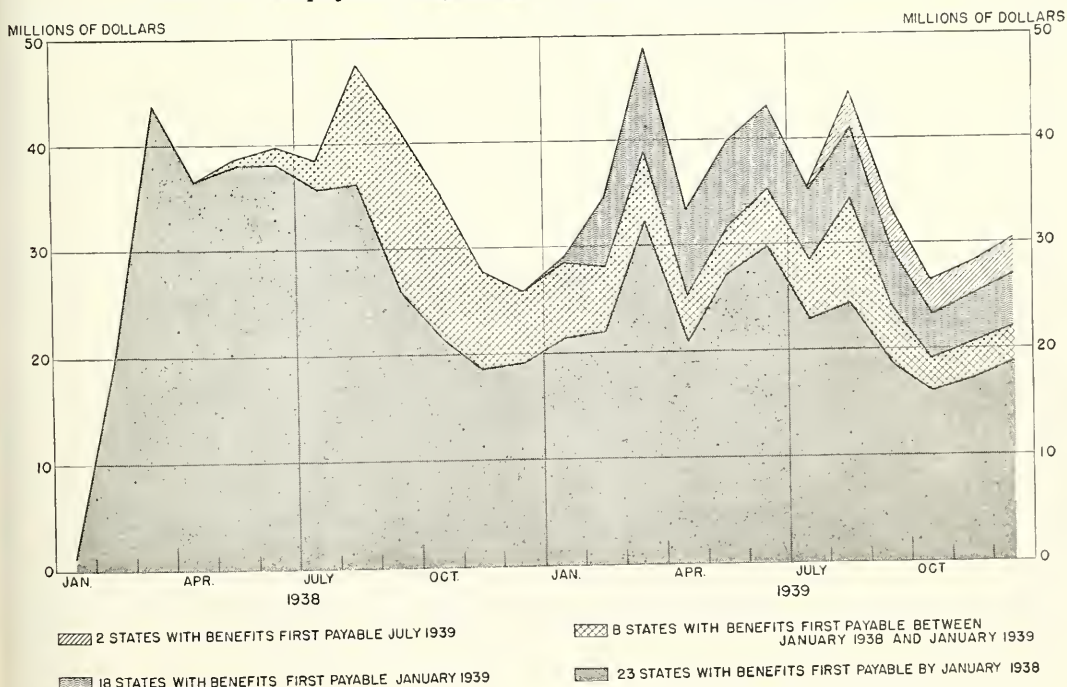
Unemployment Benefits, 1939

THE YEAR 1939 witnessed the initiation of benefit payments in 20 States which had paid no benefits in 1938, thus rounding out the unemployment compensation program in all States, the District of Columbia, Alaska, and Hawaii. The experience of States which had paid benefits throughout 1938 provided opportunities for States which initiated benefit payments in 1939 to modify legislation and procedures in advance of benefit operations. In addition, many of the States which had paid benefits in 1938 found it desirable to revise procedures in the interests of efficient operation. As a consequence, the benefit payment operations of State agencies represented a considerable improvement from an administrative standpoint over those of 1938. In several instances, the fact that legislatures were in session made it possible to modify certain aspects of the unemployment compensation legislation, and the agencies for the most part took advantage of this situation to effect desired

changes. In addition to these changes designed to expedite administration of unemployment compensation legislation, a few States liberalized their laws in order to make the unemployment insurance program in those areas more effective.

Nearly \$430 million in benefits was paid in 1939 under the laws of the 48 States, the District of Columbia, Alaska, and Hawaii (table 11). This amount represented a full calendar year of benefit operations for 49 jurisdictions, although in 18, which began benefit operations for the first time in January 1939, waiting-period requirements and administrative factors resulted in the payment of comparatively negligible amounts in the first month of the year. In Illinois and Montana, 1939 payments represent only 6 months of operation; benefits in these States were not payable until July and, as in other jurisdictions initiating benefit payments, only comparatively small amounts were disbursed in the first month.

Chart 4.—Unemployment compensation: Amount of benefit payments, 1938-39¹



¹ See tables 11 and 15, pp. 116 and 122.

Comparisons of 1939 with 1938 data should take into account not only the beginning of benefit payments in additional jurisdictions and the limitations surrounding the first month of benefit operations in a State, but also the effect of the Railroad Unemployment Insurance Act and the effect of amended procedures and legislation on payments in individual States. On July 1, 1939, employees of interstate railroads and certain of their subsidiaries were transferred from coverage by State unemployment compensation programs to the railroad unemployment insurance system, a Federal program administered by the Railroad

Retirement Board. (See chart 3, p. 96, and table 4, p. 87, for data on the relative importance of interstate railroads in the industrial activities of the States.) The only unemployment benefits paid to these workers under State laws after the transfer were delayed payments compensating for unemployment occurring prior to July 1, 1939.

Subject to these main qualifications, comparisons between these years are significant. While total payments in 1939 represented an increase of \$33.4 million over 1938, for the 23 jurisdictions in which benefits were payable throughout both years

Table 5.—Unemployment compensation: Initial claims¹ received in local offices, by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	29,764,758	1,238,064	687,777	656,440	1,062,674	823,488	841,018	978,015	2708,954	2566,386	680,767	701,413	819,762
Alabama.....	105,642	11,245	5,367	6,002	6,379	7,647	11,810	13,913	12,428	7,654	7,994	8,465	6,738
Alaska.....	4,063	1,068	222	535	280	172	181	46	239	223	461	362	264
Arizona.....	26,964	2,331	2,457	2,177	2,685	2,065	1,916	2,111	2,790	1,709	2,190	2,442	2,089
Arkansas.....	80,549	16,137	8,405	6,304	8,602	5,739	3,976	7,045	4,819	3,571	4,666	5,393	5,892
California.....	740,860	74,158	74,186	61,864	55,070	55,524	53,219	54,150	52,488	48,714	63,896	75,690	71,901
Colorado.....	70,578	20,139	5,365	7,304	6,113	4,973	3,852	3,878	3,417	3,244	3,571	3,762	4,960
Connecticut.....	154,055	19,805	9,709	9,712	16,657	14,079	8,025	17,466	11,539	9,194	9,786	11,912	16,171
Delaware.....	21,488	6,519	2,169	1,423	679	1,274	1,281	1,105	1,436	1,119	1,825	1,318	1,330
District of Columbia.....	23,298	3,875	2,437	1,428	1,530	1,530	1,564	1,564	1,560	1,734	2,037	2,132	2,132
Florida.....	116,528	14,338	8,347	5,577	8,235	11,947	11,943	17,210	10,844	6,193	6,575	6,290	8,969
Georgia.....	140,893	19,494	14,859	10,168	11,273	13,531	12,735	12,923	10,473	8,033	9,137	9,639	8,628
Hawaii.....	8,265	721	532	732	494	510	619	442	445	875	1,309	863	723
Idaho.....	30,602	5,355	3,051	3,637	2,234	1,623	1,409	1,476	1,355	1,102	1,834	2,835	4,661
Illinois.....	453,390	129,392	11,209	6,707	5,832	11,688	12,059	13,385	127,085	70,274	59,928	66,117	70,516
Indiana.....	129,392	11,209	6,707	5,832	11,688	12,059	13,385	13,385	13,385	7,061	8,539	9,454	9,625
Iowa.....	95,207	15,481	8,525	7,891	6,567	6,880	6,166	6,278	6,278	5,037	6,042	7,907	11,533
Kansas.....	73,051	19,513	7,639	6,663	6,460	4,768	3,716	3,809	1,949	3,471	3,821	4,268	4,734
Kentucky.....	142,630	30,221	15,374	13,388	41,844	8,942	6,834	5,531	4,360	3,382	3,489	4,024	5,541
Louisiana.....	132,917	16,794	10,029	9,208	12,888	9,406	9,684	11,660	11,163	9,829	10,396	10,537	11,323
Maine.....	104,037	12,758	8,522	12,296	14,005	10,582	8,365	7,176	5,083	5,085	5,979	7,224	6,962
Maryland.....	101,708	10,179	10,909	14,734	16,329	9,320	6,988	6,749	8,223	3,593	3,823	5,061	5,800
Massachusetts.....	515,332	42,990	30,683	36,384	49,079	51,718	48,572	40,367	41,070	38,790	41,454	44,665	49,421
Michigan.....	821,849	39,219	38,477	40,443	39,870	74,248	173,891	149,997	77,733	32,812	85,025	33,895	36,233
Minnesota.....	103,002	20,190	14,455	11,522	9,618	7,315	4,881	4,864	4,561	4,319	5,395	6,576	9,306
Mississippi.....	61,649	8,395	5,595	3,969	4,620	4,588	3,992	4,606	4,761	3,589	5,084	6,215	6,125
Missouri.....	198,670	41,740	15,838	11,228	16,473	13,832	13,436	14,786	12,638	10,923	16,305	15,848	15,623
Montana.....	18,672	4,153	1,938	2,105	2,507	3,263	4,106	4,153	1,938	2,105	2,507	3,263	4,106
Nevada.....	45,341	14,740	4,414	5,445	3,644	2,532	2,198	1,830	1,676	1,363	2,146	2,323	3,030
Nebraska.....	13,985	2,631	1,061	813	893	664	940	1,006	1,052	999	1,180	1,394	1,372
New Hampshire.....	39,800	2,682	2,101	3,445	3,527	3,607	1,724	5,760	3,074	3,342	3,392	3,297	3,349
New Jersey.....	375,775	98,630	27,453	24,448	27,103	24,378	23,988	20,896	15,637	14,311	26,450	28,965	43,516
New Mexico.....	36,097	3,083	2,014	2,412	2,733	3,094	3,610	3,779	3,406	2,771	3,167	2,977	3,051
New York.....	1,860,542	213,901	104,211	93,584	305,871	186,301	171,221	143,041	112,218	109,815	125,098	141,932	153,349
North Carolina.....	263,429	38,824	27,028	22,670	26,048	29,003	22,738	19,868	12,712	20,193	10,925	13,290	20,124
North Dakota.....	11,327	4,211	1,277	1,130	786	475	446	329	341	302	447	609	784
Ohio.....	361,044	119,213	26,569	21,835	40,843	29,846	25,485	18,227	16,476	14,075	14,179	16,444	17,022
Oklahoma.....	102,672	15,350	11,623	10,068	7,417	6,055	6,242	6,961	7,376	6,417	8,322	7,390	8,919
Oregon.....	125,202	9,905	6,074	8,092	8,303	10,041	10,146	10,490	5,241	7,599	9,832	10,849	25,630
Pennsylvania.....	648,631	46,938	52,350	57,254	113,729	69,370	63,295	58,635	46,209	32,726	25,089	29,738	53,298
Rhode Island.....	166,536	16,559	10,679	16,748	29,091	15,454	13,453	12,031	12,387	9,787	7,505	9,173	13,578
South Carolina.....	113,623	17,610	6,682	9,679	8,737	8,515	9,387	19,580	11,720	6,745	4,881	4,672	5,415
South Dakota.....	111,377	3,689	1,009	1,263	916	811	658	740	(?)	2,170	923	805	1,032
Tennessee.....	120,412	15,127	8,128	8,275	13,864	8,790	6,696	16,390	6,606	6,238	7,813	9,304	8,602
Texas.....	275,806	25,602	25,612	20,330	22,711	21,952	20,060	21,284	22,078	17,508	21,044	23,643	22,184
Utah.....	48,453	7,913	4,605	4,903	5,200	3,537	4,694	3,940	2,534	2,044	2,252	2,967	3,924
Vermont.....	21,323	2,418	2,180	2,262	2,146	1,139	1,032	1,233	2,049	1,413	1,101	1,371	3,209
Virginia.....	125,860	13,708	10,635	11,295	12,121	23,986	9,195	8,253	6,968	5,265	6,853	7,534	10,047
Washington.....	138,753	49,277	16,100	12,793	13,289	7,592	5,295	4,917	4,787	4,248	5,583	6,939	7,933
West Virginia.....	207,410	16,206	12,521	13,143	48,882	19,682	8,486	47,253	19,014	4,836	5,873	5,301	6,073
Wisconsin.....	165,564	18,677	11,556	12,623	11,972	11,190	12,923	10,546	10,806	10,251	13,282	12,526	19,116
Wyoming.....	21,275	5,489	1,986	1,126	3,262	1,173	1,170	1,030	875	765	975	1,306	2,118

¹ See pp. 145-146 for definitions of claims.

² South Dakota agency suspended operations July 28-Sept. 26.

³ Excludes additional claims.

⁴ Benefits first payable July 1939.

⁵ Excludes additional claims for January-September.

⁶ Excludes claims for partial unemployment.

the amount paid during 1939 was, as a whole, 18 percent lower than for 1938 (table 15, p. 122). Disbursements were lower in all but 3¹ of these jurisdictions and 7² reported declines of 43 percent or more. In Michigan, in which benefits were first payable in July 1938, the total amount of payments in the 12 months of 1939 was less than the total for the latter half of 1938. Chart 4 indicates the trend in amount of benefit payments by months since January 1938. Data for the 23

jurisdictions which have had 2 years or more of benefit-paying experience show March as the peak month for benefit payments in those jurisdictions for 1939; pronounced, but lower, peaks for the year were also reached in June and August.

About \$21 million or 5 percent of the total disbursements during the year represented compensation for partial and part-total unemployment.³ Several States did not participate in payments for either of these types of unemployment; Massachusetts, Montana, New Jersey, New York, and Pennsylvania did not compensate for partial or

¹ California, Louisiana, and Texas. The increase in each of these States is largely attributable to changes in the State laws.

² West Virginia, Wisconsin, Connecticut, Alabama, North Carolina, Maryland, and New Hampshire.

³ See p. 147 for definitions and table 15, p. 122.

Table 6.—Unemployment compensation: Continued claims¹ received in local offices, by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	5,563,762	4,362,968	4,664,028	4,946,070	5,125,739	6,078,138	5,325,551	5,161,056	5,337,701	3,970,465	3,534,211	3,819,861	4,204,374
Alabama	913,536	82,797	76,316	79,840	74,754	88,160	85,932	87,462	89,941	71,970	58,718	60,300	57,346
Alaska	22,369	1,785	1,685	4,202	3,505	2,002	1,504	777	12,824	12,824	1,333	1,823	2,101
Arizona	181,972	16,754	16,926	17,940	16,193	16,751	13,506	14,175	16,162	12,224	13,229	13,505	14,597
Arkansas	443,327	24,492	46,024	53,955	44,408	45,207	41,108	37,913	35,883	28,330	25,315	27,639	33,053
California	4,941,800	464,441	472,310	526,378	426,248	439,568	386,253	348,938	350,183	297,081	332,328	421,057	477,015
Colorado	440,576	31,281	48,864	57,156	53,020	50,647	45,879	34,177	31,000	20,869	19,040	21,020	27,593
Connecticut	751,640	91,505	78,895	67,378	65,311	69,056	60,281	67,615	71,040	50,949	39,923	40,201	49,486
Delaware	102,240	2,953	12,578	13,511	9,140	9,229	9,223	7,956	8,794	7,948	7,227	6,384	7,297
District of Columbia	265,208	36,173	32,765	32,979	23,537	21,107	17,053	16,453	17,434	15,521	15,257	16,940	17,989
Florida	742,552	27,170	41,926	44,475	35,964	51,034	67,347	85,545	120,484	94,361	69,750	53,731	50,765
Georgia	788,965	24,123	67,052	81,395	67,289	80,207	78,783	77,903	82,899	65,826	54,938	54,833	53,717
Hawaii	34,318	69	770	1,616	2,251	3,054	3,369	2,653	2,551	2,903	4,663	5,176	5,243
Idaho	268,270	48,570	47,436	50,062	31,936	19,946	11,923	6,652	8,884	6,965	6,769	9,158	16,379
Illinois	1,971,663							220,187	425,546	378,304	317,098	318,635	311,893
Indiana	1,400,486	202,734	164,804	141,280	106,863	112,486	126,254	120,127	129,947	77,105	63,681	81,130	74,075
Iowa	813,025	139,339	123,076	117,610	75,632	61,152	55,330	47,424	48,753	36,063	29,606	32,531	46,509
Kansas	335,543	31,756	52,226	60,709	44,177	37,929	29,844	20,567	24,375	22,752	21,412	21,715	26,081
Kentucky	883,776	61,610	99,954	104,814	137,442	170,001	163,968	84,273	74,661	61,047	49,001	43,672	42,388
Louisiana	922,662	93,657	94,301	86,553	86,164	94,719	82,168	74,246	77,412	69,230	53,544	53,681	56,557
Maine	656,699	80,283	63,955	68,938	72,416	78,695	62,415	40,203	31,872	32,732	35,750	41,344	48,063
Maryland	994,212	145,733	117,620	93,247	85,478	93,520	82,408	77,867	81,172	56,787	48,227	53,959	58,194
Massachusetts	2,423,993	205,197	178,259	193,734	187,763	254,726	227,055	216,588	213,564	176,983	183,028	186,617	200,457
Michigan	2,992,103	285,269	232,110	224,949	173,537	195,437	242,215	335,133	550,970	243,886	158,303	185,658	153,136
Minnesota	1,019,275	141,469	140,215	175,727	115,966	79,844	60,156	51,650	53,216	51,888	48,488	53,713	77,143
Mississippi	362,868	64,545	47,034	38,586	24,846	26,934	24,308	23,306	26,204	19,239	19,669	25,794	32,013
Missouri	1,188,282	61,817	116,318	124,419	95,719	106,789	104,705	91,953	100,924	84,575	91,577	106,790	102,516
Montana	91,221							7,698	12,973	13,767	15,292	17,927	23,564
Nebraska	236,177	27,174	38,408	35,965	25,033	19,437	12,710	10,662	10,652	8,805	9,748	11,417	16,166
Nevada	73,145	2,147	7,202	8,392	7,194	7,517	6,574	5,361	5,968	5,077	4,882	6,280	7,151
New Hampshire	318,484	25,277	20,319	26,153	31,284	37,107	33,906	20,426	19,750	21,590	22,962	26,923	32,757
New Jersey	2,252,818	184,343	269,380	264,014	205,336	228,460	192,758	190,680	189,801	124,252	123,807	134,937	164,960
New Mexico	176,399	8,032	10,040	19,579	18,004	15,502	18,815	14,828	17,001	15,158	13,081	12,684	13,675
New York	7,208,000	(2)	(2)	(2)	836,381	1,88,879	1,106,602	926,534	749,722	546,774	562,441	629,017	661,620
North Carolina	1,208,183	162,537	158,558	130,790	107,491	126,994	130,482	121,163	93,188	73,477	70,179	52,986	62,338
North Dakota	83,239	8,982	13,725	13,969	10,364	7,722	5,301	4,308	3,431	2,789	3,492	4,063	5,093
Ohio	3,693,892	156,819	400,844	418,388	408,906	447,060	374,235	334,677	316,487	229,837	169,250	196,435	215,951
Oklahoma	624,136	75,903	80,667	85,519	62,905	51,064	42,808	35,574	37,214	33,909	26,598	38,411	43,264
Oregon	235,201	84,229	77,257	73,234	47,587	41,876	35,781	33,481	30,264	22,850	27,910	33,279	33,953
Pennsylvania	6,446,200	483,757	465,626	584,768	649,866	939,116	690,375	647,025	587,803	428,882	298,851	305,343	394,785
Rhode Island	869,288	68,337	70,513	76,378	80,432	87,068	91,578	83,173	86,271	78,220	60,859	40,835	56,046
South Carolina	652,598	80,624	54,608	68,030	52,849	57,504	78,528	69,795	60,290	36,604	29,082	31,459	33,225
South Dakota	477,496	6,832	10,939	13,803	9,565	7,078	6,036	4,028	(2)	8,814	8,218	4,106	5,917
Tennessee	1,015,103	121,673	95,741	97,556	88,531	107,739	104,317	78,665	80,531	65,583	64,751	65,197	74,767
Texas	1,771,799	200,103	192,013	178,489	66,491	172,350	68,734	66,862	68,028	62,550	59,105	61,919	75,155
Utah	225,880	28,291	29,501	26,512	23,830	20,116	15,957	14,158	16,963	12,754	11,697	11,882	14,332
Vermont	101,909	11,050	10,901	11,630	10,045	8,619	6,721	5,022	7,057	6,779	6,608	6,997	8,819
Virginia	793,764	66,679	68,377	80,675	72,969	89,254	88,458	71,246	66,432	49,846	42,919	45,452	51,427
Washington	796,019	20,849	86,927	93,000	95,222	94,488	66,334	57,252	56,206	44,291	43,634	50,517	78,299
West Virginia	856,882	78,348	76,709	83,175	84,048	142,511	94,078	90,789	71,088	47,580	31,824	26,573	30,659
Wisconsin	795,459	116,057	74,784	79,037	59,607	61,858	55,022	65,348	60,243	46,229	55,699	53,348	68,227
Wyoming	110,611	9,403	17,267	15,771	12,228	10,679	9,298	7,169	6,200	4,890	4,208	5,540	7,958

¹ See p. 145-146 for definitions of claims.

² See footnotes 3 and 4.

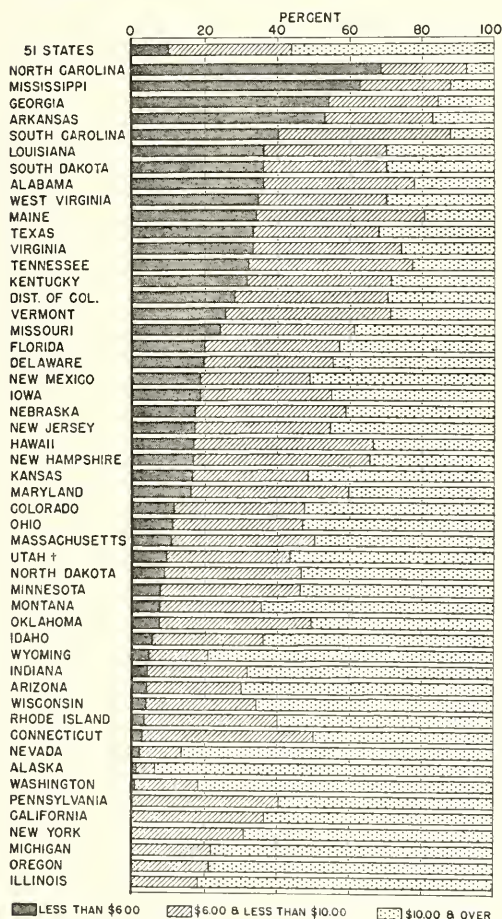
³ Data for January-March not reported by New York.

⁴ South Dakota agency suspended operations July 28-Sept. 26.

⁵ Benefits first payable July 1939.

part-total unemployment in 1939; Kentucky and Mississippi paid compensation only for total and part-total unemployment; and Nebraska began payments for partial and part-total unemployment in May 1939. Payments for partial and part-total unemployment were greatest in proportion to all payments in South Carolina, where 32 percent of all benefits paid compensated for these types; the next highest States were Alabama and Idaho, in which the corresponding percentages were 17 and 16, respectively.

Chart 5.—Unemployment compensation: Distribution of number of benefits for total unemployment by amount of benefit check, 51 States, October–December 1939



Number and Amount of Payments

The magnitude of the administrative task of paying benefits is illustrated by the figures on the number of benefit payments made by the State agencies (table 10). During 1939, 41.6 million checks were issued; monthly totals ranged from 2.6 million in October to 4.6 million in March.

One measure of the effectiveness of the unemployment insurance program is the size of the benefits paid to workers during periods of unemployment. Chart 5 indicates the amounts of benefit checks for total unemployment issued for October–December 1939. Although for the Nation as a whole only 10 percent of the weekly payments for total unemployment were under \$6, amounts in this range constituted a sizable proportion of the payments in several States, most of which were located in the South. Alaska, Nevada, Illinois, Washington, Oregon, Wyoming, and Michigan had the largest proportions of checks of \$10 or more.

Some indication of the number of workers who drew benefits during the year is furnished by the data on the number of individuals receiving benefits during the middle week of each month of the year. While the figure for a single week probably approximates the weekly average for the month, it necessarily understates the number of different workers who drew benefit checks during the month.⁴

For the 51 jurisdictions as a whole October was the low month of the year; the high months were March and June, in each of which there were more than 800,000 beneficiaries (table 12, p. 119). Eighteen States began payments in January; no payments could be made in those States until the waiting period had been served. Despite the fact that 2 States began to pay benefits in July, the number of recipients in the latter half of the year was lower, on the average, than in the first half. This reduction reflected a number of factors, chief of which were the exhaustion of benefit rights, improved employment conditions, and the discontinuance, with July, of benefit payments under

⁴ Partial evidence of this understatement is afforded by a comparison of these data with the number of compensable claims filed in the week of the month in which the largest number of such claims were received. The differences vary from 30,000 in February to 250,000 in May, when the number of compensable claims received in the high week exceeded a million. In June, July, and August, the variations were in the neighborhood of 200,000 or more. Beginning with 1940, reports from States will indicate the average number of workers receiving benefits, based on the average weeks of unemployment compensated in a month.

Table 7.—Unemployment compensation: New claims¹ disposed of on first determination, number allowed, and number disallowed by reason for disallowance, by States, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total dispositions	Allowed	Disallowed			
			Total	Insufficient wage credits	No wage record	Other
Total ²	6,606,238	5,384,787	1,221,451	3658,265	399,130	314,791
Alabama.....	79,014	65,387	13,627	10,123	1,673	1,831
Alaska.....	6,720	3,593	3,127	1,031	629	1,467
Arizona.....	21,020	17,236	3,784	2,969	575	240
Arkansas.....	61,363	45,128	16,235	8,271	7,964	0
California.....	476,988	394,523	82,465	50,936	28,218	3,911
Colorado.....	54,111	40,603	13,508	8,965	4,066	477
Connecticut ³	89,619	78,512	11,107	6,702	2,047	2,358
Delaware.....	19,706	15,003	4,703	2,546	1,974	183
District of Columbia.....	21,217	18,548	2,669	2,283	263	123
Florida.....	96,115	69,596	26,519	15,698	9,726	1,095
Georgia.....	106,016	80,349	25,667	14,349	10,532	786
Hawaii.....	7,726	5,829	1,897	1,896	1,100	764
Idaho.....	2,057	15,824	5,232	4,282	855	96
Illinois ⁴	318,917	259,320	59,597	30,411	27,829	1,357
Indiana.....	122,687	104,156	18,531	8,998	274	9,259
Iowa.....	81,340	59,662	21,678	11,650	6,424	3,604
Kansas.....	62,029	48,967	13,062	8,934	3,888	240
Kentucky.....	107,708	75,316	32,392	24,323	8,069	0
Louisiana.....	72,420	50,616	21,804	(⁵)	(⁵)	(⁵)
Maine.....	73,678	59,913	13,765	10,212	3,476	77
Maryland.....	87,793	68,136	19,657	12,507	4,295	2,855
Massachusetts ²	275,989	249,509	26,480	23,367	1,296	1,817
Michigan.....	344,521	286,029	58,492	37,942	19,559	991
Minnesota.....	104,876	88,870	16,006	15,381	574	51
Mississippi ⁵	42,915	33,823	9,092	5,200	2,213	1,679
Missouri.....	150,285	126,855	23,430	2,599	20,108	723
Montana ⁶	15,275	13,573	1,702	1,054	602	46
Nebraska.....	37,952	27,050	10,902	5,909	4,875	118
Nevada.....	11,186	8,293	2,893	1,813	1,080	0
New Hampshire.....	33,562	28,143	5,419	4,255	1,143	21
New Jersey.....	316,514	276,311	40,203	19,216	20,345	642
New Mexico.....	21,783	15,091	6,692	4,649	2,040	3
New York.....	1,003,813	786,674	216,509	119,035	93,012	4,462
North Carolina ²	126,910	92,086	34,824	15,283	13,450	6,091
North Dakota.....	10,983	8,176	2,807	1,357	1,278	172
Ohio.....	354,125	299,108	55,017	30,751	7,114	17,152
Oklahoma.....	95,187	72,271	22,916	8,314	11,601	3,001
Oregon.....	58,710	50,600	8,110	4,255	1,927	1,928
Pennsylvania.....	638,581	587,293	51,288	29,763	16,487	5,038
Rhode Island.....	96,755	92,846	3,909	1,614	1,036	1,259
South Carolina.....	99,170	80,717	18,453	15,798	2,346	309
South Dakota.....	8,323	6,369	1,954	1,385	559	10
Tennessee.....	91,820	73,739	18,081	9,155	5,719	3,207
Texas ²	169,130	119,087	50,043	22,439	23,358	4,246
Utah.....	26,472	22,298	4,174	3,080	3,459	140
Vermont.....	10,498	8,672	1,826	1,254	570	2
Virginia.....	93,728	81,566	12,162	8,145	3,758	259
Washington.....	129,408	93,567	35,841	16,266	16,304	3,271
West Virginia ³	138,455	78,364	60,091	14,425	1,256	47,770
Wisconsin ¹⁰	95,192	88,273	6,919	(¹¹)	(¹¹)	(¹¹)
Wyoming.....	17,506	13,317	4,189	3,075	954	160

¹ See pp. 145-146 for definitions of claims.

² Data not reported for January by Connecticut and West Virginia; for January and February by Massachusetts and Texas; and for January-March by North Carolina.

³ In addition to exclusions noted in footnote 2, excludes Hawaii and Utah for January and Louisiana and Wisconsin for entire year.

⁴ Insufficient weeks of employment in base period.

⁵ Effective May 12, 1939, basis of eligibility changed from "weeks of employment" to "wages earned."

⁶ Benefits first payable July 1939.

⁷ Not reported.

⁸ Excludes 185 claims active at end of benefit year on which new determinations were made. Of these, 136 were allowed and 49 disallowed. Distribution by reason for disallowance not reported.

⁹ Effective July 1, 1939, basis of eligibility changed from "weeks of employment" to "wages earned."

¹⁰ Disposition of all initial claims for total and part-total unemployment.

¹¹ Provision of State law not comparable.

State unemployment compensation laws to railroad workers.

In chart 6 a separate curve is presented for the 30 States (New York excluded) in which benefits were payable before January 1939. January was the high month for this group of States and October was the low month. The 18 States which began payments in January reached their peak in March and then declined gradually to the October low.

It is estimated, on the basis of incomplete data on new claims authorized for payment (which represent first payments in the workers' benefit year), that between 4.8 million and 5 million workers received at least 1 benefit payment during 1939. On this basis about 1 of every 5 workers with wage credits received a benefit check during the year. Since an indeterminate number of workers earning wages in covered employment are not ordinarily attached to the covered labor force, the ratio tends to understate the extent to which the regularly attached members of the covered labor market benefited directly from the unemployment compensation program during 1939.

Claims for Benefits⁵

Local offices of State agencies received nearly 9.8 million initial claims during the calendar year. Table 5 shows the tendency of initial claims to increase in certain States in the first month of each quarter over the preceding month. To a considerable extent, this increase reflects the initiation of new benefit years as new wage credits became available; in some States certain other special factors, which, by design or coincidence, were introduced in the first month of the quarter, are reflected. In January the number of initial claims—more than 1.2 million—reached the peak for the year. In that month 18 States accepted claims for benefits for the first time and new benefit years began for many claimants in those States which had been receiving claims since January 1938. In April unusually large increases in Kentucky, Pennsylvania, and West Virginia were attributable to a considerable extent to the stoppage of work in the bituminous coal industry. In addition, uniform benefit years in 4 States—

⁵ The unemployment benefits received by the insured worker result from a claim which he files at the public employment office. Not all claims are compensated; a placement may intervene and remove the worker from the unemployed register, and claims must be filed while the worker serves his waiting period. For definitions of types of claims, see pp. 145-146.

Table 8.—Unemployment compensation: Out-of-State initial claims received by liable States from agent States, 1939¹

[Data reported by State agencies, corrected to Mar. 15, 1940]

Agent State	Liable State ²													
	Alabama	Alaska	Arizona	Arkansas	California	Colorado	Connecticut	Delaware	Florida	Georgia	Hawaii	Idaho	Illinois ³	Iowa
Total	323,526	3,789	6,731	4,811	22,970	5,904	8,189	1,671	9,441	4,923	272	5,285	14,151	4,960
Alabama	5,359	0	0	0	110	20	11	0	1,093	983	1	0	85	12
Alaska	440	2	23	54	111	17	9	0	0	0	0	21	10	5
Arizona	3,852	5	208	71	1,366	247	9	4	18	4	0	0	51	22
Arkansas	8,300	86	2	186	1,168	146	5	14	105	38	1	57	298	68
California	5,832	195	494	398	2,941	1,425	216	10	287	85	205	702	1,981	1,202
Colorado	3,832	16	15	10	90	0	11	3	14	6	0	35	188	30
Connecticut	3,576	5	1	0	8	0	4	0	0	0	0	20	4	3
Delaware	1,175	1	1	3	52	0	54	28	116	63	0	32	20	26
District of Columbia	4,099	30	3	23	196	17	192	70	1,206	3	3	8	343	132
Florida	10,120	668	3	24	23	196	17	192	70	1,206	3	8	343	132
Georgia	6,679	1,065	1	7	77	3	29	4	2,205	0	1	1	93	81
Hawaii	239	1	1	6	0	140	0	0	0	0	0	0	0	0
Idaho	3,585	0	50	73	6	454	132	0	10	1	0	0	21	9
Illinois	12,086	188	5	82	176	593	137	62	11	79	4	27	968	290
Indiana	6,466	46	6	34	42	296	12	13	134	36	1	9	1,055	18
Iowa	5,490	13	8	25	34	544	133	3	30	13	0	39	1,258	39
Kansas	5,430	13	8	25	34	544	133	3	30	13	0	39	1,258	39
Kentucky	6,983	143	5	130	172	530	3	2	30	7	1	63	424	41
Louisiana	5,976	237	4	44	803	213	17	16	137	129	0	5	200	41
Maine	2,554	0	0	0	17	7	205	3	101	7	0	0	10	0
Maryland	3,761	23	0	3	68	5	50	488	103	33	1	4	49	28
Massachusetts	17,761	17	0	8	186	11	1,749	41	440	38	3	1	104	12
Michigan	15,344	11	9	32	5	17	2	149	61	0	0	25	735	419
Minnesota	4,322	24	29	47	40	435	44	12	2	0	0	1	127	98
Mississippi	3,911	768	1	36	302	121	10	6	127	78	0	1	42	99
Missouri	11,646	77	15	154	554	1,645	479	11	0	91	31	0	1,215	157
Montana	1,769	4	32	20	2	175	47	1	0	6	2	202	36	13
Nebraska	3,945	4	3	18	22	558	337	5	1	8	1	82	142	23
Nevada	3,945	3	0	15	6	956	68	1	2	4	1	90	18	6
New Hampshire	2,856	3	0	3	8	1	105	2	69	3	0	2	1	2
New Jersey	6,927	32	2	4	153	11	389	117	422	67	0	0	73	15
New Mexico	2,572	16	0	358	33	342	277	2	0	4	6	0	52	10
New York	18,753	153	21	27	22	914	47	2,747	1,272	287	9	15	841	65
North Carolina	11,113	11	3	7	3	32	5	21	226	223	2	3	48	67
North Dakota	1,071	13	2	43	34	321	68	6	212	92	0	40	341	30
Ohio	7,360	138	2	43	34	321	68	6	212	92	0	40	341	30
Oklahoma	14,001	46	9	707	625	1,077	452	11	0	7	1	2	887	67
Oregon	5,754	6	185	99	18	1,079	106	7	0	7	1	2	475	17
Pennsylvania	12,976	77	5	18	15	306	314	684	413	96	3	0	228	62
Rhode Island	3,275	0	0	1	0	24	3	15	50	6	0	21	0	3
South Carolina	2,720	80	0	4	3	15	8	2	183	275	0	1	15	0
South Dakota	1,146	0	1	11	1	151	56	1	0	0	0	27	6	2
Tennessee	8,528	534	1	49	807	199	24	10	386	538	0	13	352	97
Texas	16,429	286	11	677	417	1,880	336	18	7	211	184	3	722	144
Vermont	3,380	7	5	161	5	822	162	5	0	1	4	2	554	4
Virginia	4,688	0	0	0	13	81	81	0	39	0	0	0	13	0
Washington	11,307	157	1	11	13	46	73	190	88	0	17	2	172	40
West Virginia	4,148	46	0	11	60	10	9	9	71	25	0	19	73	13
Wisconsin	2,956	3	7	9	107	8	10	0	30	3	0	21	497	82
Wyoming	1,222	3	8	23	5	151	202	0	0	2	0	65	28	4
Unknown	2,337	0	0	0	52	0	1,104	0	0	0	0	0	0	0

Agent State

Agent State	Liability State																										
	Mississippi	Missouri	Montana	Nebraska	Nevada	New Hampshire	New Jersey	New Mexico	New York	North Carolina	North Dakota	Ohio	Oklahoma	Oregon	Pennsylvania	Rhode Island	South Carolina	South Dakota	Tennessee	Texas	Utah	Vermont	Virginia	Washington	West Virginia	Wisconsin	Wyoming
Total.....	3,550	9,738	1,841	3,989	3,222	4,083	8,785	4,727	22,975	6,118	1,167	11,421	9,109	4,743	10,391	3,273	2,068	1,047	5,740	14,062	3,270	1,398	6,878	6,098	1,526	2,941	4,645
Alabama.....	497	58	7	4	10	49	7	189	142	0	0	185	38	3	38	3	57	3	550	257	2	2	94	7	35	2	21
Alaska.....	19	115	23	23	105	6	30	289	125	6	3	65	226	31	3	4	3	6	4	1,067	62	1	2	132	7	20	40
Arkansas.....	449	747	67	29	1	10	142	53	23	6	3	962	75	27	2	2	2	4	427	293	62	2	2	36	7	26	47
California.....	78	2,031	343	861	1,410	64	482	630	2,502	77	140	99	1,852	1,601	403	127	22	190	207	2,017	1,339	20	89	1,678	46	322	682
Colorado.....	13	309	67	374	124	0	18	403	126	13	10	77	219	82	15	1	1	38	287	2,012	232	33	7	82	9	35	883
Connecticut.....	1	6	0	2	6	62	341	0	247	22	1	42	4	391	369	6	0	0	7	2	0	0	32	2	6	0	0
Delaware.....	17	35	0	7	1	6	155	3	456	15	2	87	16	5	180	22	97	4	0	0	1	0	1,094	7	37	6	2
District of Columbia.....	76	80	2	23	6	111	779	12	2,098	328	3	434	25	11	295	138	154	0	228	126	10	43	193	10	48	71	7
Florida.....	95	42	1	5	1	11	67	8	238	533	0	158	19	7	59	10	456	0	548	119	2	7	175	2	12	7	1
Georgia.....	0	4	0	0	0	0	0	0	0	0	0	2	1	6	1	3	0	0	0	0	0	0	0	12	0	0	0
Hawaii.....	0	36	211	90	246	3	5	25	6	11	16	19	41	333	6	0	3	19	3	428	411	0	3	858	11	11	290
Idaho.....	172	2,380	26	14	7	127	167	73	37	3	33	1,166	363	276	116	10	12	5	201	111	30	32	70	60	12	90	22
Illinois.....	9	457	30	694	13	3	16	13	8	4	31	95	46	62	35	2	3	145	11	779	32	0	8	73	1	224	125
Indiana.....	25	125	15	351	40	1	8	159	50	1	2	81	159	67	27	1	4	21	41	622	55	0	9	76	1	40	159
Iowa.....	65	180	3	11	9	1	62	14	153	81	5	1,212	29	99	9	6	21	3	509	95	14	1	354	11	131	29	9
Kentucky.....	877	104	1	8	7	1	29	40	137	45	2	85	106	12	28	11	24	0	115	2,128	5	5	20	8	2	8	12
Louisiana.....	0	2	1	0	0	714	57	0	345	8	0	11	0	0	20	112	3	0	3	0	0	1	86	15	0	3	6
Maine.....	8	27	0	6	1	10	373	0	485	297	0	92	6	3	543	34	64	0	23	15	3	1	567	0	59	8	1
Maryland.....	7	24	3	2	5	2,636	465	2	2,541	64	1	145	9	2	197	1,660	12	0	11	31	3	3	402	47	4	10	27
Massachusetts.....	40	167	18	29	10	11	133	12	551	40	9	702	41	24	223	13	9	7	166	84	8	12	29	53	48	27	23
Michigan.....	7	124	158	67	13	1	17	11	104	0	421	84	18	56	28	2	1	198	31	56	13	0	5	143	1	465	10
Minnesota.....	132	1	6	4	6	1	17	9	55	46	0	52	33	21	21	0	14	0	452	289	2	2	14	13	1	11	168
Mississippi.....	199	25	29	455	34	6	45	99	203	40	12	188	739	101	98	6	10	25	283	517	43	0	56	172	19	9	482
Montana.....	0	250	23	25	13	2	10	12	26	1	13	32	45	81	19	1	0	96	9	70	62	0	2	92	0	35	437
Nebraska.....	0	16	45	10	1	1	13	26	59	3	2	13	15	50	10	2	0	5	3	15	192	0	4	35	1	4	43
Nevada.....	1	5	0	1	1	35	0	191	17	0	0	9	1	0	19	89	1	0	12	0	0	1	398	10	0	1	1
New Hampshire.....	5	29	1	0	4	29	0	1	2,551	164	0	133	3	6	1,394	101	32	0	27	57	4	16	154	9	20	13	2
New Jersey.....	10	37	6	12	29	0	5	10	20	1	4	23	164	13	9	348	0	0	0	812	14	0	16	14	11	32	34
New Mexico.....	15	172	13	25	10	2,181	10	19	276	577	0	141	11	9	126	8	230	0	3	192	35	0	295	37	84	14	16
New York.....	1	3	81	5	0	0	40	1	10	0	0	6	1	47	5	0	520	0	327	135	0	2	1,486	39	81	1	6
North Carolina.....	24	131	3	13	17	6	148	11	784	65	6	109	46	13	1,023	32	9	4	184	125	8	0	109	2	32	17	32
Ohio.....	47	639	15	111	52	0	27	599	108	23	5	109	48	98	41	1	3	20	79	3,741	41	0	101	25	199	69	15
Oklahoma.....	8	53	112	115	96	8	28	34	48	39	34	34	48	12	5	1	3	24	6	38	98	2	17	73	6	25	151
Oregon.....	18	90	2	15	0	22	1,763	14	2,001	227	3	1,212	22	15	12	59	66	2	63	103	2	36	396	14	90	47	13
Pennsylvania.....	0	4	0	1	2	119	119	0	359	16	0	10	0	1	37	4	0	0	0	4	0	0	0	7	0	1	0
Rhode Island.....	16	10	2	0	0	2	50	0	108	1,498	0	25	0	2	47	6	0	0	46	12	0	0	229	1	7	1	5
South Carolina.....	0	18	30	75	8	6	4	1	6	9	90	7	6	35	2	0	0	0	0	3	2	0	0	64	6	24	18
South Dakota.....	396	269	0	19	5	7	63	9	152	373	0	610	59	9	75	13	24	1	1	145	0	1	0	371	59	24	13
Tennessee.....	242	570	21	136	44	1	1,921	395	100	20	369	2,442	52	91	13	101	15	265	26	0	68	2	52	63	15	56	113
Texas.....	0	20	73	30	722	0	5	38	80	12	10	13	23	85	9	10	0	0	1	1	2	0	4	73	1	4	30
Utah.....	0	18	0	20	2	26	0	6	410	1,097	0	203	0	2	5	266	11	68	0	170	13	0	3	1	295	2	1
Virginia.....	8	104	340	91	79	3	34	43	134	11	127	95	71	1,493	28	5	1	77	77	85	121	0	0	3	7	66	224
Washington.....	5	49	2	3	0	0	75	4	156	91	0	848	16	8	523	2	11	0	49	31	5	1	791	3	8	9	12
West Virginia.....	12	41	21	13	9	2	7	3	75	3	21	71	12	17	28	11	1	1	6	23	4	1	4	26	6	2	7
Wisconsin.....	0	34	83	140	19	1	0	0	0	0	18	9	32	24	5	1	1	1	4	27	126	0	0	36	2	2	0
Wyoming.....	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,181	0	0	0	0	0	0	0	0	0	0	0	0
Unknown.....	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Benefits first payable July 1939.

see pp. 145-146 for definitions.

Benefits first payable July 1939.

Benefits first payable July 1939.

Maine, New York, Rhode Island, and West Virginia—ended on March 31 and contributed to the increase. The initiation of benefit payments in Illinois and Montana was chiefly responsible for the rise in July, when initial claims received in local offices totaled 978,000. Although Michigan initiated its second year of benefit operations in July, it permitted the filing of initial claims in June in order to level off its processing load. This change in procedures resulted in a marked rise in

claims receipts for June in Michigan. The higher level in June in that State was generally maintained in July because of a seasonal curtailment of employment in the automobile industry. The 566,000 initial claims received in September for the country as a whole marked the low for the year. Successive increases were registered during the fall months as seasonal unemployment began to develop in industries such as canning and construction. The sharp increase in December was

Table 9.—Unemployment compensation: New claims authorized, by States and by months, 1939, and estimated number of workers with wage credits, June 1939¹

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Estimated number of workers with wage credits, June 1939	New claims authorized												
		Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	27,980,000	234,348,087	2302,182	2485,266	2462,039	2304,813	2501,870	2341,327	2337,363	23452,556	23301,372	263,190	281,635	309,474
Alabama	325,000	50,652	3,028	3,518	4,061	3,672	5,829	4,745	5,796	6,463	4,883	2,522	3,220	3,005
Alaska	23,000	2,820	262	289	325	384	628	148	110	99	66	91	192	226
Arizona	78,000	14,436	1,141	1,339	1,385	1,293	1,314	1,201	1,087	1,512	1,129	1,019	986	1,030
Arkansas 1	190,000	49,759	10,447	6,541	5,660	4,352	4,413	2,961	2,943	3,247	1,901	1,968	2,459	2,867
California	1,700,000	365,099	26,335	28,977	56,157	28,420	28,758	31,571	22,187	28,802	19,100	10,722	37,577	35,443
Colorado	206,000	35,199	4,824	6,400	3,772	4,223	3,035	3,042	1,887	1,464	1,146	1,378	1,526	1,902
Connecticut	485,000	271,514	(3)	9,409	5,900	4,474	7,313	6,549	9,265	11,468	5,055	4,001	3,438	4,842
Delaware	65,000	12,437	2,489	2,263	1,699	603	640	958	656	731	616	557	500	725
District of Columbia	180,000	16,446	1,266	1,802	3,593	1,142	1,128	1,021	854	1,252	1,033	1,052	1,083	1,220
Florida	255,000	53,981	0	3,769	4,044	2,327	3,065	5,864	5,896	10,724	6,939	4,767	3,276	3,310
Georgia	400,000	59,298	3,249	9,647	9,243	3,988	4,740	4,848	4,355	4,880	4,036	3,176	3,378	3,758
Hawaii	119,000	4,350	1	287	316	353	370	400	283	263	311	759	479	528
Idaho	110,000	211,338	3,937	2,200	(3)	1,282	642	529	481	349	290	241	456	931
Illinois 1	1,620,000	197,682							28,288	60,430	31,412	23,248	26,201	28,103
Indiana	538,000	98,934	15,856	9,802	6,003	4,660	7,672	7,559	9,710	13,203	7,022	5,688	6,198	5,561
Iowa	320,000	51,333	12,341	7,822	6,281	3,849	2,951	2,782	1,761	3,035	2,465	2,150	1,799	4,097
Kansas	245,000	36,415	4,371	8,082	4,772	3,342	3,345	2,388	1,376	1,981	1,595	1,635	1,487	2,041
Kentucky	380,000	68,447	200	12,215	11,130	14,253	7,249	5,149	4,988	4,489	2,834	1,958	1,930	2,042
Louisiana	425,000	69,149	6,000	10,098	7,049	6,238	8,654	6,440	4,557	5,195	4,296	3,403	3,366	3,853
Maine	190,000	43,778	1,824	3,253	3,722	5,272	8,316	5,078	2,823	2,121	2,136	2,410	2,867	3,956
Maryland	475,000	58,935	7,065	9,543	6,874	3,979	7,189	5,719	3,608	4,937	2,665	2,006	2,334	3,016
Massachusetts	1,450,000	219,001	(2)	16,107	18,770	19,467	19,200	21,793	14,823	21,095	17,576	11,048	14,190	19,932
Michigan	1,300,000	296,176	15,992	15,845	18,270	10,157	12,648	15,811	54,253	97,512	24,205	10,878	11,596	8,949
Minnesota	525,000	69,082	8,993	7,657	18,774	8,623	8,224	4,691	3,267	2,982	2,303	2,630	3,354	3,494
Mississippi	150,000	26,204	3,347	3,892	2,494	1,264	1,868	1,794	1,745	1,860	1,485	1,608	2,101	2,751
Missouri	650,000	89,473	1,635	21,215	12,205	7,231	7,308	8,748	5,886	6,832	4,320	3,757	5,439	4,987
Montana 1	105,000	9,513							1,353	1,882	1,128	1,381	1,568	2,201
Nebraska	145,000	20,741	3,723	4,937	3,353	2,014	1,173	951	732	671	575	676	760	1,176
Nevada	30,000	6,613	585	1,071	841	531	505	334	330	361	381	326	413	925
New Hampshire	125,000	23,177	1,280	1,482	1,602	2,180	2,526	2,848	1,427	1,493	1,794	1,873	2,410	2,262
New Jersey	1,000,000	208,018	25,873	34,425	22,431	16,665	20,990	17,065	13,552	16,137	9,831	9,631	9,698	11,720
New Mexico	70,000	11,760	1,548	1,652	1,407	827	777	1,314	902	782	662	582	641	660
New York	4,000,000	232,649	48,256	52,763	51,183	(2)	(2)	(2)	(2)	(2)	34,282	39,312	43,218	43,635
North Carolina	700,000	249,718	(2)	(2)	(2)	6,183	8,469	8,585	6,748	5,200	3,660	3,526	2,752	4,505
North Dakota	42,000	7,131	1,164	1,760	1,341	691	483	262	255	148	133	194	357	343
Ohio	1,720,000	221,755	530	56,153	25,770	13,583	21,965	26,500	18,243	16,185	10,218	8,433	9,760	12,075
Oklahoma	720,000	52,912	7,984	7,099	4,900	3,024	3,603	3,123	2,588	3,114	2,632	3,297	3,489	3,507
Oregon	225,000	44,433	5,034	7,309	8,265	3,507	3,857	2,997	2,659	2,467	1,592	1,831	2,469	2,506
Pennsylvania	3,100,000	644,891	22,267	36,427	61,955	50,623	196,088	58,266	40,047	58,688	38,113	30,660	21,356	21,421
Rhode Island	300,000	87,707	2,212	6,261	4,646	5,571	21,957	8,369	7,970	9,045	7,105	4,472	4,255	5,844
South Carolina	292,000	49,232	3,050	5,118	7,192	5,610	3,542	4,708	4,827	2,905	4,791	2,843	2,403	2,243
South Dakota	45,000	75,447	39	2,063	758	649	322	415	326	(2)	335	389	234	305
Tennessee	450,000	57,739	4,968	5,190	6,023	3,024	5,763	7,969	4,677	5,355	4,087	3,562	3,463	3,938
Texas	800,000	213,153	(2)	8,419	10,181	8,323	11,633	10,745	9,359	11,476	10,527	9,331	10,385	12,534
Utah	90,000	20,371	1,587	2,902	2,002	1,858	1,627	1,258	3,672	1,661	741	732	948	1,383
Vermont	70,000	7,357	842	933	882	731	721	462	298	474	662	495	386	421
Virginia	450,000	64,130	5,271	6,893	7,256	6,520	9,152	7,554	5,265	1,254	3,493	3,142	4,121	4,706
Washington	300,000	78,606	8,570	20,495	9,997	9,185	6,678	5,038	3,510	2,747	1,869	2,445	3,593	4,479
West Virginia	350,000	56,311	2,843	6,188	6,798	1,605	12,068	10,119	4,212	3,788	2,733	2,563	1,200	1,814
Wisconsin 1	506,000	132,621	18,822	10,183	11,921	11,745	10,496	9,832	11,037	9,291	9,095	8,121	9,934	12,144
Wyoming	49,000	11,264	1,428	3,014	1,637	790	916	734	487	416	354	356	460	672

¹ See pp. 145-147 for definitions.

² Data not reported for January by Connecticut, Massachusetts, and Texas; for March by Idaho; for January-March by North Carolina; and for April-August by New York.

³ South Dakota agency suspended operations July 28-Sept. 26.

⁴ Represents all initial claims authorized.

⁵ Benefits first payable July 1939.

attributable in part to the advance filing of claims in anticipation of new benefit years as well as to postholiday lay-offs.

In relation to the number of covered workers in each State (see table 9), initial claims filed in 1939 were distributed rather unevenly among the States. Ratios varied from 7 to 63 claims per 100 covered workers, with a ratio of less than 25 in Hawaii, the District of Columbia, Indiana, Montana, Alaska, Minnesota, Ohio, Pennsylvania, Maryland, and South Dakota and more than 50 in Michigan, West Virginia, Rhode Island, Oregon, Maine, Utah, and New Mexico.

Improved employment conditions during 1939

are effectively illustrated by the fact that in 1939 the number of initial claims received was only 2 percent greater than the total received in 1938—despite the acceptance of claims in 1939 by 49 jurisdictions during the entire year as contrasted with acceptance of claims throughout 1938 by only 23 (table 15, p. 122). Data for these years are comparable for 20 States;⁶ for these States as a group the total volume of initial claims filed in 1939 was 27 percent less than in 1938; that percentage, however, was considerably influenced by

⁶ Alabama, Arizona, California, Connecticut, District of Columbia, Louisiana, Massachusetts, Minnesota, New Hampshire, New York, North Carolina, Oregon, Pennsylvania, Rhode Island, Tennessee, Texas, Utah, Vermont, Virginia, and West Virginia.

Table 10.—Unemployment compensation: Total number of benefit payments, by States and by months, 1939¹

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	2,411,554,089	2,795,006	3,424,482	4,596,196	3,211,875	3,985,850	4,304,427	3,444,201	2,417,526	3,229,051	2,612,649	2,766,338	2,970,406
Alabama.....	626,516	61,741	49,823	59,749	48,540	62,573	51,999	56,209	62,527	55,416	40,166	36,549	41,224
Alaska.....	24,034	262	1,707	3,737	3,272	3,889	1,407	1,660	1,267	1,154	1,519	1,519	2,521
Arizona.....	138,274	11,838	12,134	14,174	12,728	12,820	11,739	11,314	12,177	10,525	9,182	9,450	10,294
Arkansas.....	290,712	2,823	25,145	36,294	29,330	33,214	30,106	27,494	27,063	21,005	19,016	18,169	21,053
California.....	3,807,296	278,609	293,917	448,254	345,125	326,012	374,288	266,922	310,363	233,479	227,935	361,350	341,672
Colorado.....	334,756	4,824	31,557	49,244	40,756	41,063	37,761	31,713	25,360	16,758	15,616	17,024	23,080
Connecticut.....	533,699	46,464	64,701	60,920	40,517	48,960	52,410	21,170	56,322	48,788	34,533	28,552	30,362
Delaware.....	88,447	2,487	12,701	13,462	8,395	6,994	7,264	6,606	7,170	6,501	5,641	5,229	5,997
District of Columbia.....	175,027	18,503	15,527	21,804	16,007	14,163	13,131	12,220	13,105	12,239	11,160	11,547	12,621
Florida.....	431,306	0	12,427	23,239	18,198	22,446	30,693	38,572	68,658	84,438	58,799	39,540	34,296
Georgia.....	524,003	3,326	32,247	61,142	50,372	56,015	53,294	52,287	56,678	45,947	37,029	36,346	39,320
Hawaii.....	33,530	1	678	1,528	2,199	3,019	3,357	2,628	2,506	2,839	4,577	5,061	5,137
Idaho.....	200,359	25,500	36,750	43,999	26,500	16,500	12,399	7,711	7,141	5,484	4,263	5,234	8,887
Illinois.....	1,433,002	145,825	135,547	112,405	80,319	84,286	96,116	28,288	264,247	334,670	268,781	264,612	272,401
Indiana.....	1,044,652	601,397	92,722	93,931	96,406	57,988	43,815	49,606	81,426	91,878	55,453	43,640	56,000
Iowa.....	240,908	4,089	32,499	43,593	30,211	25,276	20,931	13,696	34,787	30,786	20,632	20,201	25,018
Kentucky.....	581,300	200	33,031	76,786	80,163	90,383	69,513	57,820	50,053	40,713	29,116	26,506	24,016
Louisiana.....	742,611	61,214	80,868	81,578	62,991	80,383	71,836	57,754	61,297	56,727	44,355	41,568	42,040
Maine.....	425,131	45,638	44,818	44,309	36,564	47,663	42,483	27,927	23,869	22,383	23,668	29,619	36,290
Maryland.....	642,567	74,324	72,285	63,806	47,200	62,100	60,800	50,700	57,300	46,800	33,394	35,135	38,669
Massachusetts.....	1,981,843	142,931	155,068	160,509	149,068	159,670	205,377	115,233	206,239	166,435	144,383	151,734	174,226
Michigan.....	2,741,767	282,335	207,422	222,932	148,216	173,265	222,609	252,714	536,847	281,227	139,864	145,458	125,773
Minnesota.....	694,555	81,131	71,923	113,331	68,173	70,839	51,748	38,648	40,863	34,039	34,574	34,319	54,967
Mississippi.....	258,816	35,792	35,259	35,431	18,814	19,280	17,603	15,930	17,114	14,964	12,668	15,576	20,885
Missouri.....	657,247	1,635	49,722	66,838	57,375	62,281	67,457	52,784	62,980	54,080	41,968	60,374	59,753
Montana.....	68,340	3,723	26,011	28,244	18,801	13,824	9,586	1,353	10,743	11,537	12,244	14,110	18,353
Nebraska.....	151,020	585	5,290	6,590	7,669	6,346	6,346	7,798	8,087	6,959	7,882	8,565	11,740
Nevada.....	64,226	585	5,290	6,590	7,669	6,346	6,346	4,766	4,748	4,692	4,360	5,320	6,656
New Hampshire.....	194,212	17,860	13,770	15,490	15,055	10,395	24,435	11,745	12,435	12,130	12,511	17,857	21,429
New Jersey.....	1,540,010	25,875	166,095	245,109	171,027	154,676	152,237	128,171	134,664	95,616	77,286	90,519	99,335
New Mexico.....	124,536	7,107	11,423	16,457	11,841	9,450	10,028	9,510	11,634	10,828	8,571	8,475	9,212
New York.....	6,204,881	262,135	453,527	700,265	229,381	700,983	906,282	600,274	565,326	405,828	415,058	436,294	469,618
North Carolina.....	771,346	90,356	83,138	76,584	51,169	72,250	83,634	78,185	71,888	53,538	41,059	32,988	36,562
North Dakota.....	58,769	1,164	7,624	11,305	8,051	8,489	4,772	3,469	2,895	1,652	2,029	3,469	3,550
Ohio.....	2,419,105	530	150,866	288,635	266,935	290,885	307,977	251,200	233,985	170,273	133,458	144,775	144,775
Oklahoma.....	839,712	33,680	64,882	49,282	39,398	39,398	25,511	26,531	29,919	24,669	27,269	29,382	29,382
Oregon.....	308,056	44,984	47,069	57,248	42,432	29,027	28,055	23,157	23,419	16,429	15,890	18,245	22,101
Pennsylvania.....	4,631,958	449,843	289,100	491,705	464,434	622,394	577,755	426,034	538,424	366,777	252,126	216,760	236,606
Rhode Island.....	631,361	39,126	48,041	48,905	50,623	60,118	70,188	63,521	67,792	64,623	42,523	32,834	43,167
South Carolina.....	403,135	34,499	31,300	45,350	45,050	42,750	36,249	37,800	28,001	30,367	23,511	23,636	24,422
South Dakota.....	45,271	39	6,184	9,933	7,060	4,692	3,729	2,403	(3)	4,422	5,615	2,053	3,110
Tennessee.....	662,967	60,968	55,131	62,815	44,953	55,952	68,829	56,201	63,509	53,578	46,169	47,797	49,065
Texas.....	839,663	116,760	109,691	133,949	55,841	61,226	56,364	50,768	55,056	50,967	45,413	46,552	57,046
Utah.....	165,290	16,503	21,692	20,631	15,437	15,635	12,104	9,575	14,509	10,953	9,206	8,521	10,416
Vermont.....	66,896	6,130	6,698	8,198	6,808	6,166	5,120	3,630	4,264	4,977	4,902	4,571	4,952
Virginia.....	611,771	51,365	55,162	68,737	53,518	65,113	73,191	54,285	53,617	38,901	32,158	30,751	34,972
Washington.....	562,519	8,570	74,874	83,304	65,487	63,503	45,604	36,568	36,668	27,578	27,585	30,972	50,503
West Virginia.....	496,569	36,708	43,815	55,674	10,811	35,714	88,208	68,616	56,501	37,269	25,515	18,900	18,908
Wisconsin.....	392,851	55,932	42,660	40,912	29,343	29,348	29,882	29,939	30,203	27,584	21,955	23,880	31,513
Wyoming.....	89,154	1,428	12,649	14,128	9,585	9,844	9,363	6,300	5,862	4,349	3,650	4,712	7,374

¹ Includes payments for total, partial, and part-total unemployment (see p. 147 for definitions); unadjusted for voided benefit checks.

² Includes 43,082 payments resulting from recalculation of weekly benefit amounts in Ohio indistinguishable by months.

³ South Dakota agency suspended operations July 28–Sept. 26.

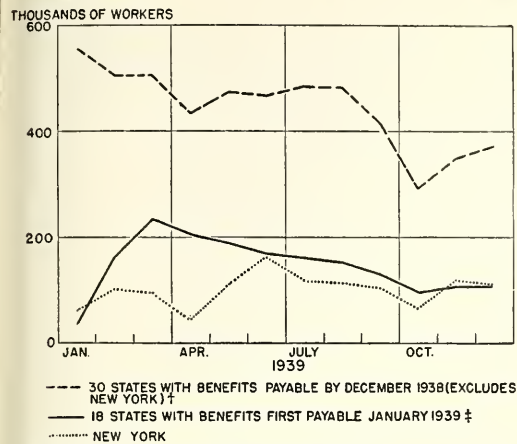
⁴ Benefits first payable July 1939.

Table 11.—Unemployment compensation: Total amount of benefit payments, by States and by months, 1939¹
[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	218,020,820,056	\$29,203,395	\$34,744,426	\$46,873,425	\$33,457,526	\$39,929,931	\$43,161,144	\$43,595,296	\$44,491,421	\$33,655,092	\$26,689,676	\$28,368,903	\$30,471,094
Alabama.....	4,295,367	408,948	321,900	388,245	328,468	438,448	361,523	380,785	431,902	387,640	291,190	287,089	284,529
Alaska.....	346,149	4,109	25,397	66,033	46,245	54,844	38,822	30,094	17,962	16,629	16,629	31,372	31,372
Arizona.....	1,523,523	135,931	136,127	188,879	141,545	139,966	127,401	121,037	129,361	114,966	100,991	103,973	113,463
California.....	8,196,363	16,588	151,221	227,768	198,135	216,323	193,248	216,323	158,434	127,103	118,921	113,043	128,063
Colorado.....	38,463,687	2,653,687	3,474,922	3,474,922	3,474,922	3,474,922	3,474,922	3,474,922	3,474,922	3,474,922	3,474,922	3,474,922	3,474,922
Connecticut.....	5,121,494	474,997	632,685	599,581	400,435	452,947	340,337	240,337	268,525	240,337	156,645	170,134	234,959
Delaware.....	1,711,688	21,231	97,246	97,639	63,796	56,045	61,798	63,400	63,400	56,782	328,777	291,987	284,486
District of Columbia.....	1,436,715	161,134	161,831	185,921	131,643	111,908	103,846	97,400	104,664	96,732	88,010	91,484	102,532
Florida.....	3,504,160	85,539	161,821	134,741	167,036	167,036	226,070	281,449	574,651	732,543	498,749	383,280	303,221
Georgia.....	3,239,698	20,398	184,887	340,435	298,547	332,798	321,284	323,284	363,348	318,493	243,265	236,955	255,097
Hawaii.....	2,256,679	5,881	3,581	3,581	3,581	3,581	3,581	3,581	3,581	3,581	3,581	3,581	3,581
Idaho.....	2,170,252	282,611	411,068	477,642	280,945	296,777	117,156	74,206	312,230	3,024,284	3,120,826	3,024,355	3,120,826
Illinois.....	16,797,058	1,437,891	1,364,209	1,102,920	749,025	788,944	919,414	919,414	919,414	919,414	919,414	919,414	919,414
Indiana.....	10,254,330	893,661	1,010,988	485,183	373,167	488,046	321,437	294,497	308,988	308,988	190,273	178,413	243,913
Iowa.....	2,288,222	84,062	184,062	184,062	184,062	184,062	184,062	184,062	184,062	184,062	184,062	184,062	184,062
Kansas.....	4,866,622	2,199	282,119	648,033	712,122	256,636	128,038	128,038	128,038	337,998	236,224	210,458	189,568
Kentucky.....	5,639,987	513,297	648,493	654,979	641,603	640,640	559,355	442,690	442,690	442,690	442,690	442,690	442,690
Louisiana.....	3,044,164	352,147	352,147	357,766	290,404	321,698	273,923	181,573	158,999	151,616	185,978	188,698	246,526
Maine.....	5,793,861	626,024	633,632	572,967	416,873	575,642	629,391	454,789	616,752	444,364	312,125	323,355	355,927
Maryland.....	1,630,583	1,630,583	1,630,583	1,630,583	1,630,583	1,630,583	1,630,583	1,630,583	1,630,583	1,630,583	1,630,583	1,630,583	1,630,583
Massachusetts.....	37,160,375	3,691,088	2,850,524	1,472,782	901,364	675,777	596,677	596,677	596,677	596,677	596,677	596,677	596,677
Michigan.....	7,601,327	881,233	1,040,489	1,186,639	104,398	111,246	107,173	107,173	107,173	107,173	107,173	107,173	107,173
Minnesota.....	1,446,939	190,493	184,121	186,639	104,398	111,246	107,173	107,173	107,173	107,173	107,173	107,173	107,173
Mississippi.....	5,464,653	14,596	402,584	716,404	483,438	510,347	539,258	437,410	520,354	496,366	349,961	496,543	497,192
Missouri.....	1,765,210	32,450	224,693	240,996	165,164	117,251	85,380	66,634	69,557	59,894	64,360	75,727	105,715
Montana.....	1,814,177	32,450	224,693	240,996	165,164	117,251	85,380	66,634	69,557	59,894	64,360	75,727	105,715
Nebraska.....	1,814,177	32,450	224,693	240,996	165,164	117,251	85,380	66,634	69,557	59,894	64,360	75,727	105,715
Nevada.....	1,814,177	32,450	224,693	240,996	165,164	117,251	85,380	66,634	69,557	59,894	64,360	75,727	105,715
New Hampshire.....	1,552,880	137,634	115,029	136,753	131,107	158,060	186,731	186,731	186,731	186,731	186,731	186,731	186,731
New Jersey.....	14,910,924	261,321	1,613,490	2,363,759	1,692,708	1,475,862	1,449,020	1,241,716	1,353,277	949,685	734,205	859,735	926,147
New Mexico.....	1,226,364	67,246	110,825	160,483	115,718	90,676	97,810	97,810	97,810	110,825	86,286	82,980	87,986
New York.....	79,440,259	4,605,394	6,506,914	11,665,327	4,497,720	7,882,801	10,131,183	7,793,068	6,552,214	4,730,213	4,841,493	6,159,296	6,191,869
North Carolina.....	2,523,064	523,064	523,064	523,064	523,064	523,064	523,064	523,064	523,064	523,064	523,064	523,064	523,064
North Dakota.....	4,545,585	410,889	410,889	410,889	410,889	410,889	410,889	410,889	410,889	410,889	410,889	410,889	410,889
Ohio.....	2,087,438	5,030	1,493,364	2,722,792	2,597,943	2,790,663	2,961,627	2,961,627	2,961,627	2,961,627	2,961,627	2,961,627	2,961,627
Oklahoma.....	3,244,198	386,837	631,597	639,003	490,931	380,643	330,734	246,762	253,550	224,032	124,032	124,032	124,032
Oregon.....	4,072,895	506,870	520,189	625,649	483,610	317,476	306,396	244,252	254,946	154,979	184,979	206,540	255,494
Pennsylvania.....	4,915,800	3,070,490	5,206,032	5,046,427	7,206,528	7,206,528	7,206,528	7,206,528	7,206,528	7,206,528	7,206,528	7,206,528	7,206,528
Rhode Island.....	3,804,049	386,360	422,439	416,106	247,761	573,091	655,393	599,899	638,368	600,512	396,560	310,897	405,265
South Carolina.....	2,146,168	158,116	151,638	237,007	217,941	205,409	188,959	196,444	152,852	171,622	149,424	149,424	149,424
South Dakota.....	3,934,181	394,346	337,564	400,924	295,732	386,248	437,759	337,743	414,477	305,641	338,971	348,961	338,971
Tennessee.....	4,831,601	1,046,857	905,489	1,179,039	778,671	985,660	888,960	797,053	864,765	120,093	98,353	88,921	109,090
Texas.....	1,046,233	163,366	208,719	199,885	183,089	156,231	126,825	109,052	163,639	120,093	98,353	88,921	109,090
Vermont.....	4,493,497	377,362	364,516	364,516	364,516	364,516	364,516	364,516	364,516	364,516	364,516	364,516	364,516
Virginia.....	6,152,909	106,673	878,869	975,605	692,688	575,133	435,440	302,333	411,214	360,497	238,928	334,809	402,492
Washington.....	4,220,112	340,494	414,336	481,151	381,151	290,155	676,415	525,683	464,632	360,497	238,928	334,809	402,492
West Virginia.....	3,075,811	511,604	387,779	383,433	297,860	260,840	292,794	255,557	304,009	286,441	219,733	221,880	310,661
Wisconsin.....	1,153,770	21,555	177,578	184,941	130,515	127,443	116,878	76,078	68,009	51,627	45,847	60,840	91,954
Wyoming.....	1,153,770	21,555	177,578	184,941	130,515	127,443	116,878	76,078	68,009	51,627	45,847	60,840	91,954

¹ Includes payments for total, partial, and part-total unemployment (see p. 147 for definitions); unaudited for voided benefit checks.² Includes \$1,176,883 resulting from recalculation of weekly benefit amounts in Ohio undistributed by months.³ South Dakota agency suspended operations July 28-Sept. 26.⁴ Benefits first payable July 1939.

Chart 6.—*Unemployment compensation: Workers receiving benefits during week ended nearest mid-month, 1939*¹



¹ See table 12, p. 119, for total of 51 jurisdictions.

[†] Data for January include estimates for States which did not report individuals receiving benefits in that month.

[‡] Data for January 1939 refer to a later week than that nearest the mid-month because no payments had been made by Jan. 15.

6 States⁷ which reported reductions in excess of 40 percent. California and West Virginia are the only States in which the volume of initial claims filed in 1939 was greater than in 1938.

More than 56.5 million continued claims were received by local offices during 1939, an increase of only 8 percent over the preceding year despite the fact that 20 States did not pay benefits in 1938.⁸ The monthly volume of receipts in 1939 ranged from 6 million in May to 3.5 million in October and, allowing for the usual lag, paralleled the trend of initial claim receipts. (See chart 7.) For the 17 States for which data for 1938 and 1939 are comparable, the number of continued claims received decreased 40 percent in 1939. Declines of 60 percent or more were noted for Connecticut, North Carolina, and West Virginia. Louisiana, in which continued claims were 20 percent higher than in 1938, was the only State in this group to show an increase.

For the Nation as a whole, the ratio of continued to initial claims filed in 1939 was 6 to 1. Among the States the ratio ranged from 4 to 1 in Michigan to 11 to 1 in the District of Columbia.⁹

⁷ Alabama, Connecticut, District of Columbia, Minnesota, New Hampshire, and Pennsylvania.

⁸ Does not include data for New York for period January-March 1939. Data on continued claims in New York were not reported until April 1939.

⁹ Comparable data are not available for all States, particularly since some States excluded additional claims in their count of initial claims.

Interstate Claims

The first indication of the possible scope of the interstate benefit payment plan was afforded by the reporting program in 1939. During the year approximately 324,000 initial out-of-State claims were received by participating agencies (table 8).¹⁰ Nine States¹¹—all important industrial areas—received claims as liable States from all other jurisdictions; 6¹² received claims as liable States from all but 1 of the other jurisdictions. In only 6¹³ jurisdictions were claims received from less than 40 others.

As might be expected, the majority of the out-of-State initial claims received by most jurisdictions were filed in neighboring States (chart 8). In New Hampshire, for example,

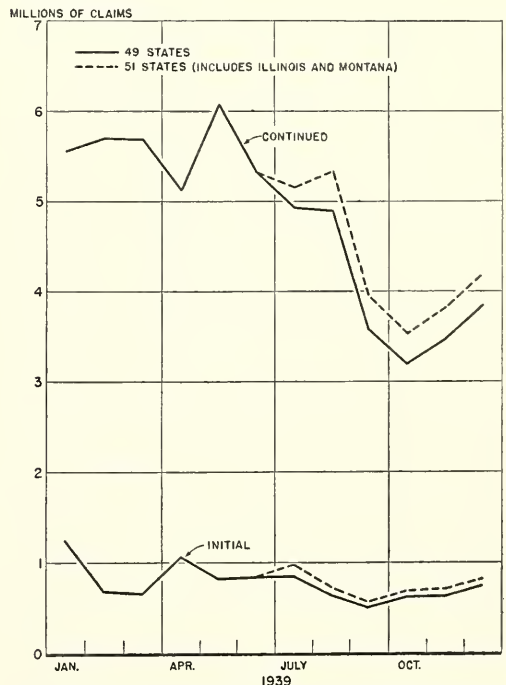
¹⁰ As of Dec. 31, 1939, all jurisdictions, with the exception of the District of Columbia which did not accept claims as a liable State, were fully participating in the plan.

¹¹ California, Illinois, Massachusetts, Michigan, Minnesota, New York, Ohio, Pennsylvania, and Wisconsin.

¹² Colorado, Florida, Indiana, Missouri, New Jersey, and Texas.

¹³ Delaware, Hawaii, Maine, North Dakota, South Dakota, and Vermont.

Chart 7.—*Unemployment compensation: Number of initial and continued claims received in local offices, 1939*¹

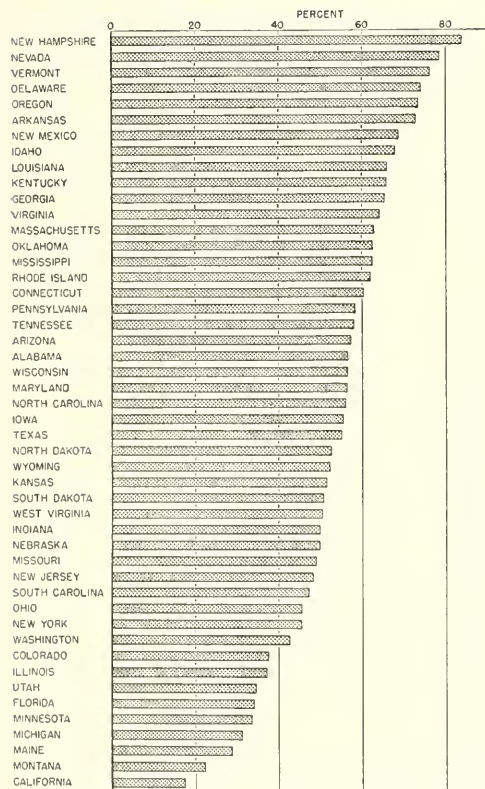


¹ See tables 5 and 6, pp. 108 and 109. New York continued claims, January-March, estimated.

more than 80 percent of initial out-of-State claims received were transmitted from bordering States and in 16 other jurisdictions more than 60 percent of all out-of-State claims received came from adjacent States. California received the smallest proportion of liable claims from contiguous States and relatively small proportions were received by Maine and Montana. The largest volumes of claims sent from one State to another were those forwarded by Pennsylvania to New York, Oklahoma to Texas, California to Arizona, Massachusetts to New Hampshire, Washington to Alaska, and by New York to Connecticut.

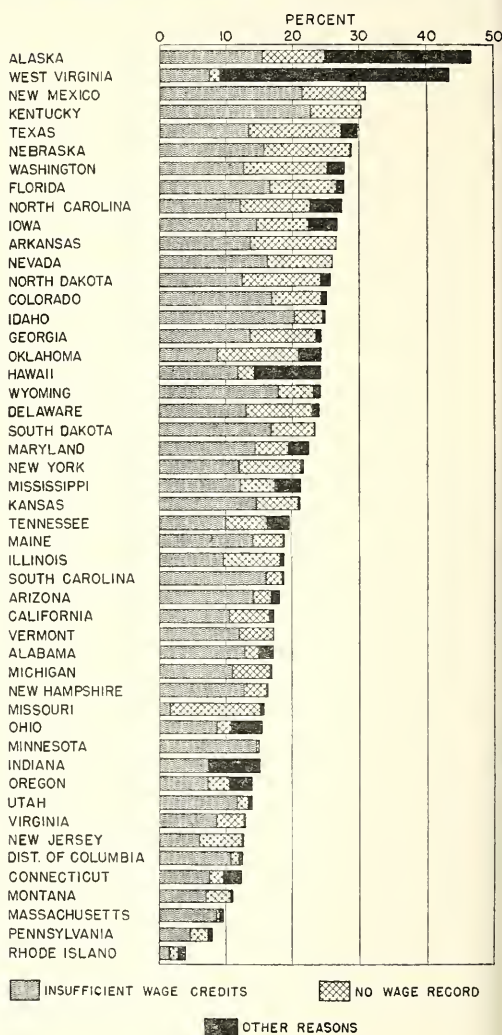
California accepted about $1\frac{1}{2}$ times as many claims as agent State as it received as liable State.

Chart 8.—Unemployment compensation: Percentage of out-of-State initial claims received by liable States from contiguous agent States, 1939¹



¹ See table 8, p. 112.

Chart 9.—Unemployment compensation: Percentage of new claims disallowed on first determination, by reason for disallowance, 1939¹



¹ See table 7, p. 111.

Of the claims for which it acted as agent, approximately 8 percent were sent to Arizona, 7 percent to New York, and between 5 and 6 percent to Illinois, Missouri, Oklahoma, and Texas. California acted as chief agent not only for all contiguous States but also for Colorado, Hawaii, Illinois, Iowa, Minnesota, Missouri, Montana, Nebraska, and Utah.

Although a number of States accepted approximately the same number of claims as agent States as were received as liable States, marked differences in the relationship appear in data for others. Alaska, which received about 8½ times more claims for which it was liable than for which it acted as an agent, was outstanding among the jurisdictions which received an appreciably greater proportion of claims for which they were liable. Most of the claims received by Alaska originated in Washington—a State from which workers migrate into the

Territory for the duration of the fish-canning season and then return.

Disallowed Claims

Of the 6.6 million new claims filed during the calendar year, approximately one-fifth were disallowed on first determination, principally because the claimants had insufficient wage credits or covered employment during the base period. Among individual jurisdictions, Alaska and West Virginia disallowed more than 40 percent of new

Table 12.—Unemployment compensation: Workers receiving benefits during week ended nearest fifteenth of month, by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Week ended nearest fifteenth of—											
	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	(1)	769,770	833,159	685,073	776,006	802,209	1,764,885	2,797,235	2,729,929	501,714	637,029	658,295
Alabama.....	17,307	11,701	9,679	8,046	12,066	11,327	12,651	12,773	11,593	8,443	8,734	9,886
Alaska.....	0	0	932	932	940	481	329	251	241	193	353	473
Arizona.....	2,767	2,839	2,837	2,985	2,943	2,639	2,023	2,452	2,592	1,958	2,549	2,293
Arkansas.....	0	6,327	6,196	6,679	6,112	6,670	5,977	5,696	4,920	3,649	3,894	4,787
California.....	63,742	71,776	85,702	81,851	75,725	72,219	62,121	59,868	54,225	53,898	73,694	77,365
Colorado.....	0	7,914	10,440	10,205	9,367	7,783	8,569	5,996	3,856	2,771	4,292	5,081
Connecticut.....	(1)	15,422	11,137	7,006	10,482	8,589	7,574	10,282	11,243	6,142	6,025	6,274
Delaware.....	0	3,202	2,930	2,024	1,548	1,429	1,590	1,145	1,465	1,204	1,159	1,302
District of Columbia.....	5,038	5,351	4,738	3,839	2,749	2,596	3,386	2,808	2,986	2,359	2,647	2,849
Florida.....	0	2,418	5,363	3,861	4,479	6,162	8,559	12,822	17,345	13,850	9,418	6,995
Georgia.....	0	7,782	12,029	11,813	12,064	11,115	11,438	11,865	10,920	6,522	7,699	8,141
Hawaii.....	0	181	304	521	661	780	616	511	518	987	1,107	1,177
Idaho.....	5,000	9,500	8,399	7,500	3,500	1,750	1,235	1,132	1,138	533	924	1,343
Illinois.....	0	0	0	0	0	0	0	47,038	70,416	43,772	53,541	55,228
Indiana.....	39,424	36,695	22,535	17,947	20,162	22,458	21,696	22,109	14,307	8,799	13,725	12,651
Iowa.....	19,296	21,317	19,491	12,479	8,487	10,078	8,102	6,620	5,967	3,624	4,314	5,830
Kansas.....	0	9,253	10,411	7,345	5,564	4,935	3,321	3,141	3,174	2,735	3,724	3,979
Kentucky.....	0	8,809	16,215	18,108	19,423	14,166	12,883	10,597	9,223	6,416	4,856	4,564
Louisiana.....	13,716	18,640	16,632	14,860	15,637	15,961	13,321	13,089	12,892	9,658	8,970	10,086
Maine.....	8,300	11,630	7,590	6,990	8,663	8,917	7,308	4,802	5,293	5,036	6,335	8,478
Maryland.....	14,200	18,700	13,036	7,974	14,050	12,074	10,794	11,340	10,593	6,071	7,796	9,100
Massachusetts.....	(1)	31,000	26,833	29,116	30,734	29,622	29,122	30,963	32,312	27,327	33,463	33,552
Michigan.....	64,400	43,771	41,300	39,900	33,183	49,545	63,087	90,059	67,119	30,620	33,876	30,644
Minnesota.....	15,061	15,170	20,406	10,400	13,094	9,018	10,042	8,135	8,129	6,483	7,611	11,020
Mississippi.....	8,069	8,537	7,162	4,089	4,019	4,921	4,228	3,453	3,542	2,106	3,853	4,826
Missouri.....	0	16,948	16,769	12,386	13,760	13,359	10,311	12,686	12,470	7,707	12,388	13,120
Montana.....	0	0	0	0	0	0	0	2,087	2,589	2,985	3,630	3,955
Nebraska.....	0	5,452	5,505	4,309	2,942	1,747	1,590	1,659	1,546	1,491	1,830	2,468
Nevada.....	0	1,354	1,444	1,482	1,687	1,173	1,088	868	1,046	900	1,311	1,482
New Hampshire.....	5,153	3,333	3,250	3,615	3,796	5,006	3,197	2,657	3,012	2,233	4,480	5,077
New Jersey.....	(1)	37,160	52,746	39,417	32,013	30,442	27,881	24,812	20,875	13,711	21,968	18,935
New Mexico.....	2,486	2,766	2,857	2,762	2,191	1,722	2,251	2,209	2,447	1,564	1,790	2,127
New York.....	63,864	103,767	96,682	66,722	111,124	163,890	118,843	113,661	105,621	68,187	119,929	113,478
North Carolina.....	16,200	21,000	17,500	10,863	12,640	19,439	20,833	16,504	13,145	8,162	8,046	8,630
North Dakota.....	0	1,692	2,299	1,773	2,046	1,048	873	662	453	374	619	766
Ohio.....	0	34,935	66,632	66,418	62,210	56,632	55,629	52,078	39,246	26,284	25,436	25,670
Oklahoma.....	7,049	12,493	12,721	8,961	8,236	6,826	5,041	5,230	4,857	4,681	6,315	6,540
Oregon.....	6,051	7,016	8,489	8,524	5,241	5,088	3,977	2,819	3,074	3,084	4,074	4,391
Pennsylvania.....	(1)	49,092	71,865	75,886	17,279	88,751	114,868	99,262	70,780	50,094	57,430	62,355
Rhode Island.....	8,450	10,141	10,773	11,172	13,181	15,355	14,358	14,526	14,818	10,193	7,518	9,114
South Carolina.....	4,747	5,424	4,188	6,679	6,205	5,210	7,054	4,182	4,328	4,301	5,039	5,668
South Dakota.....	0	1,591	2,160	1,713	1,185	762	6,623	(2)	(2)	441	450	632
Tennessee.....	12,425	10,717	11,708	9,971	10,327	12,650	9,445	11,257	11,619	6,903	11,115	10,798
Texas.....	(1)	24,657	25,853	13,648	12,850	12,376	13,114	12,017	13,260	9,531	12,309	13,517
Utah.....	3,457	4,806	5,246	3,077	3,509	2,294	940	2,530	1,887	1,044	1,096	1,062
Vermont.....	1,365	1,449	1,631	1,377	1,414	1,053	735	757	1,138	770	1,096	1,062
Virginia.....	10,608	11,354	11,915	9,114	12,816	13,748	11,188	9,898	8,185	5,361	5,911	7,107
Washington.....	0	19,607	17,847	13,022	11,665	8,648	8,498	6,572	5,475	5,666	8,049	9,971
West Virginia.....	(1)	8,116	9,672	1,728	4,828	12,682	14,213	11,446	8,287	5,200	3,709	3,204
Wisconsin.....	13,610	9,483	7,544	6,065	5,804	5,967	6,038	6,136	5,982	3,993	5,028	6,344
Wyoming.....	0	2,802	3,066	2,162	2,375	2,006	1,716	1,297	1,107	755	1,056	1,688

¹ Data not reported for January by Connecticut, Massachusetts, New Jersey, Pennsylvania, Texas, and West Virginia.

² South Dakota agency suspended operations July 28–Sept. 26.

³ Benefits first payable July 1939.

claims on first determination; 13 other jurisdictions¹⁴ disallowed at least one-fourth of all new claims.

Insufficient wage credits was the reason given for disallowance of 55 percent of the total number of claims disallowed in 1939; 33 percent of the total were disallowed because the claimants had no record of covered employment by liable em-

ployers; and 11 percent for "other" reasons.¹⁵ For the 49 jurisdictions reporting, 10 percent of all new claims were disallowed on first determination because of insufficient wage credits. In Idaho, Kentucky, and New Mexico, at least 20 percent of all new claims were disallowed for this reason; 8 other States¹⁶ disallowed 15 percent or more. On the other hand, only 1.7 percent

¹⁴ Excludes data for Louisiana and Wisconsin, which did not report reasons for disallowance.

¹⁵ Alaska, Colorado, Florida, Nebraska, Nevada, South Carolina, South Dakota, and Wyoming.

Table 13.—Unemployment compensation: Beneficiaries exhausting wage credits,¹ by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	2,310,346	235,725	336,962	400,247	244,127	297,423	313,453	238,009	266,506	210,096	185,898	188,887	191,013
Alabama.....	38,226	4,258	4,160	4,352	2,538	3,208	4,074	2,754	4,051	2,990	2,428	1,908	1,505
Alaska.....	11,826	0	19	46	47	138	96	47	63	56	90	90	90
Arizona.....	11,904	904	1,172	1,324	1,027	1,274	823	771	1,058	875	593	900	744
Arkansas.....	19,410	0	1,445	3,653	3,410	2,497	1,931	1,661	1,165	822	951	874	971
California.....	225,552	17,663	19,713	26,640	20,183	20,755	23,637	17,048	17,629	13,200	13,058	18,174	17,852
Colorado.....	15,658	0	151	1,608	1,426	2,679	2,391	1,957	1,645	1,072	773	816	1,140
Connecticut.....	43,183	2,878	5,885	6,305	3,258	5,367	5,547	1,056	1,897	3,238	3,714	2,053	1,985
Delaware.....	7,160	0	650	1,453	890	775	506	532	1,549	484	487	398	466
District of Columbia ²	12,593	1,007	961	1,149	863	730	787	689	1,575	1,192	1,168	976	1,496
Florida.....	41,377	0	183	1,659	1,978	3,060	2,926	3,379	4,540	8,266	7,538	4,428	3,420
Georgia.....	38,392	0	664	3,567	3,457	5,165	6,049	3,861	3,918	3,433	2,650	2,902	2,726
Hawaii ³	1,414	0	36	61	79	131	145	131	120	95	168	185	263
Idaho.....	10,319	421	1,277	2,354	1,440	1,597	829	491	429	306	267	326	582
Illinois ⁴	52,828	0	0	0	0	0	0	0	753	9,731	12,895	16,170	13,279
Indiana.....	68,948	10,685	11,023	10,599	6,173	5,226	5,202	4,260	3,990	3,502	2,308	2,350	2,760
Iowa.....	44,026	4,798	5,142	7,764	6,060	4,275	3,776	2,535	2,331	3,331	1,493	1,129	2,092
Kansas.....	21,354	0	1,235	3,973	3,464	2,678	2,690	1,249	1,421	921	1,322	1,332	1,333
Kentucky.....	26,290	0	8	746	804	6,044	4,370	3,680	3,386	1,997	2,219	1,521	1,515
Louisiana.....	30,551	504	2,057	4,127	2,920	3,472	5,303	4,386	4,364	4,166	3,011	2,698	2,573
Maine ⁵	18,721	3,092	4,431	4,116	678	196	773	635	562	934	826	963	1,215
Maryland.....	46,982	6,588	7,919	7,301	3,890	3,802	3,330	2,651	2,750	2,432	2,145	2,032	2,142
Massachusetts.....	297,180	22,030	19,848	25,523	20,836	22,125	40,442	19,930	29,662	32,223	25,579	19,824	18,558
Michigan.....	141,188	25,381	16,935	20,304	13,555	14,422	10,215	7,214	10,335	7,441	6,562	5,264	5,264
Minnesota.....	48,250	4,579	4,443	9,652	7,903	6,356	3,757	1,784	1,988	1,868	1,836	1,801	2,218
Mississippi.....	18,271	2,057	2,442	3,324	1,241	1,339	1,195	727	1,117	1,170	712	1,812	1,135
Missouri.....	54,939	0	1,778	8,532	4,875	7,306	5,968	2,970	6,471	4,971	2,813	4,602	4,653
Montana ⁶	1,052	0	0	0	0	0	0	0	0	0	0	563	489
Nebraska.....	14,802	0	1,377	3,497	2,676	2,382	1,314	845	604	374	454	514	765
Nevada.....	3,070	0	121	660	157	145	465	307	252	221	209	219	314
New Hampshire.....	9,581	970	759	984	776	779	1,088	470	706	836	590	722	1,001
New Jersey.....	110,954	0	3,209	19,468	16,242	14,601	11,155	9,816	9,070	7,570	5,636	6,859	7,328
New Mexico.....	5,652	80	223	509	779	636	612	388	453	406	608	499	469
New York ⁷	596,287	51,889	129,886	105,534	19,565	22,242	50,790	55,409	55,394	24,634	22,027	30,185	28,732
North Carolina ⁸	18,446	(3)	(3)	(3)	2,347	3,222	1,451	2,046	1,938	2,364	1,937	1,706	1,435
North Dakota.....	4,601	0	188	1,374	1,041	693	358	198	199	130	117	205	198
Ohio ⁹	75,940	0	4,004	5,653	5,156	4,367	3,590	8,137	10,659	7,776	5,349	5,137	5,386
Oklahoma.....	37,837	1,492	4,004	5,653	5,156	4,367	3,590	8,137	10,659	7,776	5,349	5,137	5,386
Oregon.....	29,883	3,051	2,772	4,267	3,850	2,397	1,988	1,881	1,800	1,474	1,276	2,125	2,502
Pennsylvania ¹⁰	447,132	46,415	44,446	45,840	41,797	53,556	53,001	38,728	39,911	27,156	20,363	17,278	18,641
Rhode Island.....	47,834	2,660	2,969	3,590	3,337	4,037	3,471	3,292	6,078	5,489	4,243	4,364	4,404
South Carolina ¹¹	19,413	2,170	2,015	2,187	2,281	2,036	1,701	1,642	1,836	1,029	743	853	920
South Dakota ¹²	2,531	0	17	410	439	462	810	418	(9)	427	358	123	197
Tennessee ¹³	38,112	3,773	4,032	5,486	3,250	3,952	3,622	1,918	2,226	2,315	2,030	2,542	2,350
Texas.....	96,093	0	8,321	10,340	8,953	18,081	8,331	7,773	7,293	6,233	5,790	7,353	7,353
Utah.....	11,686	947	2,091	2,049	1,217	1,643	968	221	659	386	344	575	666
Vermont.....	3,753	336	383	535	519	467	265	229	211	190	118	201	209
Virginia.....	40,301	3,404	2,510	5,155	4,219	3,740	3,842	4,245	4,252	2,788	2,258	1,903	1,985
Washington.....	53,229	0	2,466	8,642	7,582	10,398	6,490	4,219	3,338	1,773	1,829	2,436	4,056
West Virginia ¹⁴	32,794	4,944	4,504	5,510	902	94	297	311	8,306	2,354	2,715	1,407	1,250
Wisconsin ¹⁵	51,900	6,859	6,467	5,933	3,955	3,069	3,771	3,318	3,496	3,284	2,669	3,407	5,122
Wyoming.....	6,510	0	620	2,192	1,162	861	544	475	356	298	232	302	478

¹ See definition, p. 147. Some workers exhausted credits more than once during the year.

² See footnotes 3 and 4.

³ Data for January–March not reported by North Carolina.

⁴ South Dakota agency suspended operations July 28–Sept. 26.

⁵ Represents beneficiaries exhausting maximum benefit rights, which are based on weeks of employment instead of wages earned in base period. Hawaii changed from weeks-of-employment basis to wages-earned basis effective May 12, 1939.

⁶ Benefits first payable July 1939.

⁷ Represents beneficiaries exhausting rights established after uniform duration became effective as well as those whose duration was determined under earlier provisions. Montana and Ohio have had uniform duration since benefits first became payable.

⁸ Beneficiaries exhausting wage credits as reported by local offices.

Table 14.—Unemployment compensation: Funds available for benefits at beginning and end of year, contributions and interest, benefits paid, and ratio of benefits to contributions and interest, by States, 1939¹[Data reported by State agencies,² corrected to Mar. 15, 1940]

[Amounts in thousands]

State	Month and year benefits first payable	Funds available for benefits, Jan. 1, 1939 ³	Contributions ⁴	Interest	Benefits paid ⁵	Funds available for benefits, Dec. 31, 1939 ³	Ratio (percent) of—		
							1939 benefits to 1939 contributions	Benefits to contributions since benefits first payable	Total benefits to cumulative contributions and interest ⁶
Total		\$1,110,625	\$824,876	\$32,192	\$429,298	7 \$1,537,797	8 54.4	64.8	34.9
Alabama *	Jan. 1938	7,403	8,497	234	4,285	11,849	50.4	82.7	51.2
Alaska	Jan. 1939	885	547	22	350	1,104	64.0	64.0	24.1
Arizona	Jan. 1938	1,937	2,154	54	1,519	2,626	70.5	86.9	56.6
Arkansas	Jan. 1939	5,309	3,434	150	1,816	7,077	52.9	52.9	20.4
California *	Jan. 1938	107,636	77,326	3,145	38,546	149,561	49.8	44.6	29.4
Colorado	Jan. 1939	8,944	5,040	241	3,465	10,760	68.8	68.8	24.4
Connecticut	Jan. 1938	16,266	16,684	545	5,126	7 27,771	30.7	58.8	38.0
Delaware	Jan. 1939	3,915	2,388	118	711	5,710	29.8	29.8	11.1
District of Columbia	Jan. 1938	10,782	6,763	328	1,423	16,450	21.0	23.6	15.8
Florida	Jan. 1939	9,871	6,486	295	3,503	13,149	54.0	54.0	21.0
Georgia	do	15,502	8,019	429	3,238	20,712	40.4	40.4	13.5
Hawaii	do	3,250	1,851	99	286	4,914	15.5	15.5	5.5
Idaho	Sept. 1938	3,211	2,001	65	2,193	3,084	109.6	100.9	45.3
Illinois	July 1939	117,940	68,132	3,755	16,783	173,044	8 49.9	49.9	8.8
Indiana	Apr. 1938	22,856	20,900	688	10,217	34,227	48.9	81.6	43.7
Iowa	July 1938	11,446	8,187	296	5,224	14,705	63.8	64.4	34.7
Kansas	Jan. 1939	10,181	5,441	293	2,288	13,627	42.1	42.1	14.4
Kentucky *	do	18,936	11,095	543	4,863	25,711	43.8	43.8	15.9
Louisiana *	Jan. 1938	12,805	9,808	341	5,934	17,020	60.5	53.1	36.9
Maine	do	2,456	4,094	65	3,027	3,588	73.9	104.2	67.8
Maryland	do	9,269	12,108	296	5,747	15,926	47.5	71.4	49.9
Massachusetts	do	51,730	37,766	1,526	19,651	71,371	52.0	63.4	39.6
Michigan	July 1938	37,723	45,157	1,041	37,114	46,807	82.2	130.8	62.2
Minnesota	Jan. 1938	16,127	14,285	458	7,598	23,272	53.2	59.8	40.4
Mississippi	Apr. 1938	3,347	2,208	86	1,444	1,197	65.4	71.4	40.5
Missouri	Jan. 1939	19,036	19,507	1,041	5,461	49,183	27.9	27.9	10.0
Montana	July 1939	4,772	2,746	145	765	6,898	8 56.2	56.2	10.0
Nebraska	Jan. 1939	7,082	3,919	206	1,304	9,903	33.3	33.3	11.6
Nevada	do	1,528	947	40	815	1,700	86.1	86.1	32.4
New Hampshire	Jan. 1938	4,350	2,846	116	1,549	5,763	54.4	76.5	42.6
New Jersey *	Jan. 1939	66,691	45,764	1,998	14,906	99,517	32.6	32.6	13.0
New Mexico	Dec. 1938	2,472	1,429	64	1,226	2,739	85.8	85.9	31.1
New York	Jan. 1938	138,059	116,235	3,799	80,019	178,974	68.8	69.3	48.3
North Carolina	do	11,195	11,147	343	4,395	18,290	39.4	60.3	40.8
North Dakota	Jan. 1939	1,897	987	51	545	2,390	55.2	55.2	18.6
Ohio	do	97,884	55,427	2,838	23,662	132,487	42.7	42.7	15.2
Oklahoma	Dec. 1938	13,202	5,587	330	4,241	14,788	75.9	70.2	22.5
Oregon	Jan. 1938	6,080	5,670	159	4,053	7,856	71.5	85.3	56.9
Pennsylvania	do	70,585	78,587	1,968	54,602	96,538	69.5	84.9	56.6
Rhode Island *	do	6,960	8,171	196	5,746	9,581	70.3	92.0	61.1
South Carolina	July 1938	7,863	3,849	214	2,143	9,783	55.7	46.0	21.9
South Dakota	Jan. 1939	1,977	1,126	57	394	2,766	35.0	35.0	12.5
Tennessee	Jan. 1938	8,577	8,696	268	4,578	12,963	52.6	69.3	45.3
Texas	do	32,783	22,567	944	10,707	45,587	47.4	45.3	30.5
Utah	do	2,240	2,687	67	1,694	3,300	63.0	87.0	55.7
Vermont	do	2,042	1,526	57	574	3,051	37.6	47.5	31.4
Virginia	do	11,254	10,099	342	4,488	17,207	44.4	55.0	37.0
Washington	Jan. 1939	18,861	8,936	491	6,146	22,172	68.8	68.8	21.7
West Virginia	Jan. 1938	7,217	9,974	216	4,213	13,194	42.2	86.1	55.2
Wisconsin	July 1936	37,960	14,620	1,068	3,567	50,081	24.4	10 42.0	23.2
Wyoming	Jan. 1939	2,401	1,396	61	1,154	2,704	82.7	82.7	29.9

¹ With transfer of coverage of interstate railroads to Railroad Retirement Board effective July 1, 1939, State agencies discontinued collection of contributions and payment of benefits with respect to employees of interstate railroads.

² Except interest earned on funds in State accounts in the unemployment trust fund which is credited and reported by the U. S. Treasury in the last month of each quarter.

³ Represents sum of balances in State clearing account, benefit-payment account, and unemployment trust fund clearing maintained in the U. S. Treasury.

⁴ Includes contributions plus penalties and interest collected from employers during 1939. Figures adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent are collected in all States except the District of Columbia and Michigan, in which rate is 3 percent; in New York, rate is 3 percent for employers covered by State law but not covered by Federal unemployment tax; employers covered by the Federal tax pay 2.7 percent. Employee contributions are collected in 6 States (footnote 9).

⁵ Adjusted for voided benefit checks.

⁶ Ratios are comparable only among States initiating benefit payments at the same time, because cumulative contributions and interest include reserves accumulated before benefits became payable and reserves are related to the length of period of accumulation as well as to contribution rates during that period.

⁷ Under provision of the Connecticut law, administrative grants equal to preliminary and "liquidating" amount to be transferred to railroad unemployment insurance account are to be withheld by Social Security Board, and State is permitted to withdraw from unemployment compensation funds amount necessary for administrative purposes up to the amount so withheld. As of Dec. 31, 1939, \$598,524 had been withheld.

⁸ Figures for Illinois and Montana represent ratio of benefits to contributions since benefits first payable.

⁹ Employee contributions of 1 percent are collected in Alabama, California, Kentucky, and New Jersey; of 0.5 percent in Louisiana; and 1.5 percent in Rhode Island.

¹⁰ Computed on basis of contributions and benefits charged since Jan. 1, 1938.

were disallowed in Missouri and Rhode Island for this reason and in Pennsylvania less than 5 percent. Many States disallowed a substantially greater proportion of new claims for this reason

in the second half of 1939 than in the first, since some of these States had amended their laws during the year, requiring higher qualifying wages as a condition of eligibility on claims filed after July 1.

Table 15.—Unemployment compensation: Claims and benefit payments, by States, 1938 and 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Month and year benefits first payable	Claims received in local offices				Amount of benefit payments ¹					
		Initial		Continued		All payments		Total unemployment		Partial unemployment ²	
		1938	1939	1938	1939	1938	1939	1938	1939	1938	1939
Total		9,565,271	9,764,758	4,756,606	5,533,762	\$306,400,428	\$429,820,056	\$363,330,675	\$401,478,677	\$14,000,460	\$20,971,096
Alabama	Jan. 1938	201,217	105,642	1,500,425	913,536	8,130,815	4,235,367	6,809,921	3,548,065	1,291,224	742,388
Alaska	Jan. 1939	4,063			22,869		9,646,149		\$327,633		\$12,115
Arizona	Jan. 1938	30,637	26,964	221,622	181,972	1,905,663	1,623,623	1,905,663	1,470,510	0	53,013
Arkansas	Jan. 1939		80,549		443,827		1,816,363		1,667,828		90,081
California	Jan. 1938	693,720	740,800	4,042,705	4,941,800	23,748,330	38,591,649	23,147,251	35,072,911	452,244	2,188,979
Colorado	Jan. 1939		70,578		440,576		3,471,434		3,154,902		313,281
Connecticut	Jan. 1938	354,735	154,055	1,900,743	751,640	12,258,902	5,121,494	* 7,939,802	4,779,401	* 747,610	324,006
Delaware	Jan. 1939		21,488		102,240		711,588		671,256		39,644
District of Columbia	Jan. 1938	43,091	23,298	395,020	263,208	1,673,208	1,430,715	1,570,429	1,339,028	102,779	65,431
Florida	Jan. 1939		116,528		742,552		3,504,100		3,061,833		217,356
Georgia	do.		140,893		788,965		3,239,566		3,083,413		156,239
Hawaii	do.		* 8,295		34,318		286,679		263,468		23,211
Idaho	Sept. 1938	18,965	30,602	77,710	268,270	366,362	2,170,252	366,129	* 1,823,862	233	* 846,367
Illinois	July 1939		453,390		1,971,033		16,797,058		14,810,738		2,250,824
Indiana	Apr. 1938	* 225,806	* 129,392	* 1,687,291	1,400,486	16,308,682	10,254,330	14,522,176	8,975,644	1,786,886	1,277,341
Iowa	July 1938	82,355	95,307	448,412	813,023	2,556,301	5,351,428	2,474,057	4,826,947	82,244	250,892
Kansas	Jan. 1939		73,051		393,543		2,283,232		2,037,340		39,446
Kentucky	do.		* 142,930		983,776		4,866,622		4,798,898		39,446
Louisiana	Jan. 1938	134,365	132,917	769,543	922,262	4,007,349	5,939,987	1,953,665	5,337,592	2,052,945	392,058
Maine	do.	* 126,102	104,037	* 818,375	656,699	4,524,554	3,044,164	3,719,741	2,574,090	804,813	438,673
Maryland	do.	* 288,648	* 101,708	1,502,634	994,212	10,148,894	5,763,861	* 2,627,450	4,501,306		533,601
Massachusetts	do.	626,965	615,332	* 2,512,694	2,422,953	27,227,990	19,694,108	27,227,990	19,622,556	(?)	
Michigan	July 1938	684,142	821,449	3,509,362	2,962,103	39,907,306	37,160,875	39,907,306	34,140,030	(?)	3,020,844
Minnesota	Jan. 1938	179,693	103,002	1,278,838	1,049,275	8,199,515	7,601,237	8,095,902	6,963,019	103,613	255,116
Mississippi	Apr. 1938	67,639	61,649	394,649	362,868	1,416,037	1,466,939	1,416,037	1,419,491	(?)	* 21,693
Missouri	Jan. 1939		198,670		1,188,282		5,664,683		5,003,386		461,246
Montana	July 1939		18,072		91,221		765,210		765,002		(?)
Nebraska	Jan. 1939		45,341		226,177		1,304,517		1,281,474		* 22,840
Nevada	do.		13		79,145		815,630		755,124		* 57,418
New Hampshire	Jan. 1938	117,042	39,300	559,135	318,484	2,733,925	1,652,890	2,420,395	1,331,936	311,842	219,644
New Jersey	Jan. 1938		* 275,775		2,252,818		14,910,924		14,880,114		(?)
New Mexico	Dec. 1938	4,394	36,097	1,017	176,399	9,210	1,236,364	8,969	1,131,304	241	94,999
New York	Jan. 1938	2,589,806	1,860,542	(?)	* 7,208,000	89,333,940	79,949,429	89,333,940	79,949,429	(?)	(?)
North Carolina	do.	400,445	293,429	3,445,629	1,280,183	8,211,139	4,113,222	(?)	* 3,987,148	(?)	* 250,263
North Dakota	Jan. 1939		11,327		83,285		545,355		507,738		37,060
Ohio	do.		361,044		3,668,892		23,687,438		20,621,427		1,457,990
Oklahoma	Dec. 1938	22,325	102,672	21,953	624,131	71,231	4,244,198	71,213	3,887,001	18	357,187
Oregon	Jan. 1938	188,320	125,202	* 761,813	541,201	5,920,891	4,072,595	5,416,335	3,655,602	504,556	410,307
Pennsylvania	do.	* 1,090,431	* 648,621	9,229,875	6,446,200	71,627,819	54,675,767	71,627,819	52,615,321	(?)	(?)
Rhode Island	do.	192,032	166,536	1,681,151	869,288	9,433,429	5,804,649	8,425,119	5,369,873	1,008,310	434,776
South Carolina	July 1938	34,410	* 113,623	203,546	652,598	595,194	2,146,168	364,823	1,455,899	230,371	686,813
South Dakota	Jan. 1939		11,377		77,436		394,181		363,885		29,921
Tennessee	Jan. 1938	194,246	120,412	1,906,484	1,045,103	6,145,583	4,581,561	5,938,876	4,231,141	206,707	329,503
Texas	do.	316,759	275,806	1,803,291	1,171,799	9,422,572	10,664,495	8,930,340	* 9,792,295	492,232	* 659,923
Utah	do.	58,633	48,453	302,289	225,889	2,463,058	1,096,253	2,406,990	* 1,656,557	59,098	* 113,895
Vermont	do.	29,870	21,323	152,603	101,909	821,946	574,678	742,563	525,825	76,983	48,775
Virginia	do.	149,046	125,850	* 835,777	793,761	5,639,763	4,493,407	4,783,665	4,125,020	856,098	265,713
Washington	do.		38,753		796,016		6,132,809		5,592,903		559,906
West Virginia	Jan. 1938	187,947	207,444	2,141,257	226,832	12,066,681	5,261,112	10,150,939	3,821,562	1,875,642	319,441
Wisconsin	July 1936	330,585	* 155,664	1,440,863	795,459	9,524,359	3,675,451	* 8,985,200	3,369,856	* 639,159	300,499
Wyoming	Jan. 1939		21,276		110,611		1,153,770		964,704		170,319

¹ Unadjusted for voided benefit checks. For most States, figures for all payments include irregular payments undistributed by type of unemployment.

² Includes payments for part-total unemployment except where otherwise noted. Payments for partial unemployment are not provided by State law in Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania. Of these States, only Mississippi provides for payments of "partial" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment not effective until January 1940. Provision for payment of benefits for partial and part-total unemployment in Michigan became effective January 1939; in Nebraska, May 1939.

³ Data not reported for January by California, Maine, and Oregon; for January-March by Massachusetts and Virginia; for May and June by Indiana; and for entire year by New York.

⁴ Data not reported for January-March by New York.

⁵ Data not reported for February-March by Connecticut; for February-July by Maryland; and for entire year by North Carolina.

⁶ Data not reported for January by Alaska, Nevada, and Texas; for January-March by North Carolina; and for January-May by Idaho.

⁷ Excludes additional claims.

⁸ Data for February, March, and April for total unemployment only.

⁹ Data for February and March for total unemployment only.

¹⁰ Excludes additional claims September-December in Maryland and January-September in New Jersey.

¹¹ Payments for part-total unemployment included with payments for total unemployment.

¹² Excludes claims for partial unemployment.

¹³ Payments for part-total unemployment included with payments for total unemployment January-August and with payments for partial unemployment September-December.

Another factor which may be reflected in the increased proportion of disallowances on grounds of insufficient wage credits during the second half of 1939 is that many new claims were filed during that period by workers who had been employed for short periods or in seasonal industries.

Complete lack of wage records in covered employment accounted for 6 percent of the disallowances made on first determination during the year. As with disallowances for insufficient wage credits, a larger proportion of claims were disallowed for this reason during the second half than during the first. In 10 of the States reporting,¹⁷ between 10 and 14 percent of the total claimants were denied benefits because they had no records of covered employment.

Among the reasons for disallowance grouped as "other" are conditions derived from coverage or disqualifying provisions of State laws, such as exclusion of seasonal employment, duplicate filing of claims, and, in a few States, discharge for misconduct, voluntary leaving, refusal of suitable work, or the like. Disallowances for these reasons amounted to 2 percent of the first determinations of new claims. Among individual jurisdictions, notably high proportions of 22 and 34 percent were reported by Alaska and West Virginia, respectively. In Alaska, the high proportion was accounted for by seasonal provisions which limit benefits to certain portions of the year for seasonal workers. The high proportion for West Virginia reflected denial of benefits to workers involved in the coal dispute in the spring of 1939 as well as determinations on new claims for partial unemployment. Claims for partial unemployment are payable in that State on a quarterly basis and are disallowed when claimants earn more than the limit provided by the State law. Hawaii and Indiana were the only other jurisdictions in which disallowances for "other" reasons represented a relatively large proportion of the total dispositions of new claims.

Although about 14 percent of the first determinations were reopened for further consideration, the majority of reopened claims involved those for which benefits had been allowed. Of the 142,000 disallowed claims protested, somewhat more than two-thirds were reversed. The number of reversals for the country as a whole, however, was not of

sufficient volume to affect the relationship of allowances to disallowances as shown for first determinations. Only in a few States (Idaho, Michigan, Mississippi, Nevada, and Vermont) was the proportion of disallowances on first determination substantially reduced by subsequent reversals.

Exhaustion of Benefit Rights

One measure of the adequacy of an unemployment compensation system is the rate at which claimants exhaust the rights which they have acquired under the provisions of the State law. Largely because of provisions in State laws which permitted redetermination of rights of claimants who had not drawn the maximum number of weekly benefits, it has been difficult to determine at monthly intervals how many claimants had temporarily or fully exhausted their credits. Changes in State laws from individual to uniform benefit years will obviate redeterminations of benefit rights (see p. 101) and will automatically limit the count to workers who have exhausted their credits by receiving benefits for the maximum duration permitted by the State statute.

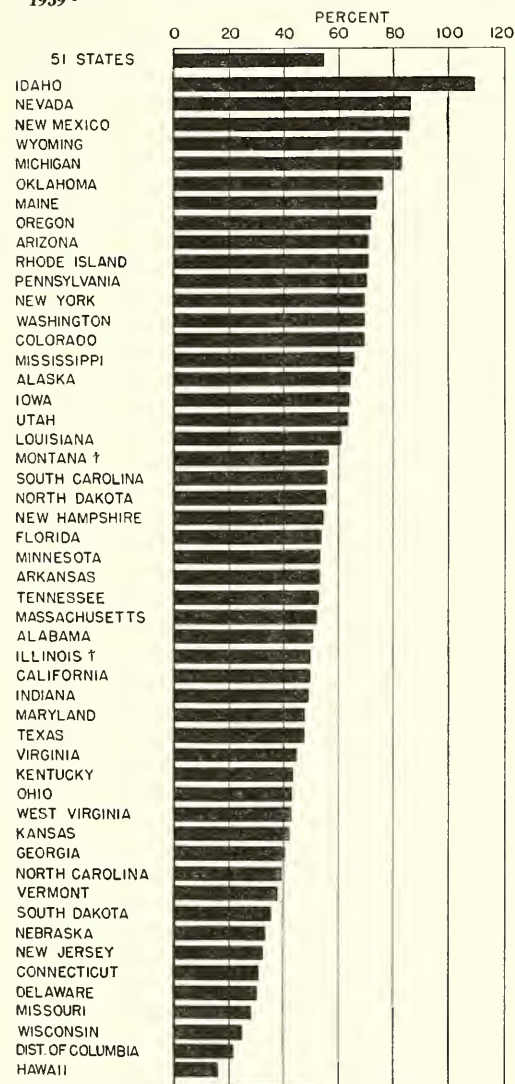
Beginning with 1940, moreover, State reports will make it possible to determine the number of beneficiary weeks compensated, the average number of claimants receiving benefits, and the number of workers receiving first payments, by months and by States. These measures will provide an indication of the ratio of workers exhausting wage credits to the number receiving first or continued payments. Data will also be available to indicate on an annual basis the potential and actual duration of benefits, by States, providing a measure of the number of workers who were reemployed before they had exhausted their rights to benefits.

Data for 1939 and earlier years, however, do not permit such comparisons. The data in table 13 for claimants exhausting wage credits in 1939 include both temporary and complete exhaustions and do not provide a measure of the adequacy of duration provisions. From these data, however, an average monthly rate of workers exhausting wage credits was computed for the period June–November 1939 by relating the number of exhaustions in the month to the average weekly number of compensable continued claims. This measure is similar to a separation rate for employment and provides a rough measure of the degree to which duration provisions of the different

¹⁷ Arkansas, Delaware, Florida, Missouri, Nebraska, North Carolina, North Dakota, Oklahoma, Texas, and Washington.

State laws take care of the unemployment of the covered-worker group. Although these measurements were made in a period of business recovery, it was found that 30 of the 46 States for which the ratio was computed showed an exhaustion rate of 25 percent or more. Among these States,

Chart 10.—Unemployment compensation: Ratio of benefits paid to contributions collected, by States, 1939¹



¹ See table 14, p. 121.

† Represents ratio of benefits to collections since benefits first became payable in July 1939.

however, those which provided uniform duration of 16 weeks of benefits usually had comparatively low exhaustion rates.

Unemployment Compensation Funds

Approximately \$1 billion was available for unemployment compensation benefits at the beginning of the year in the 49 States in which benefits were payable throughout 1939. At the close of the year this amount had increased 37.4 percent to nearly \$1.4 billion. This increase over 1938 was influenced by several factors—several jurisdictions shifted from a monthly to a quarterly collection basis; deposits of collections from interstate railroads and payment of benefits to railroad workers ceased after June 30, 1939; and reserves representing the amounts collected by States from interstate railroads were, after July 1, 1939, being transferred from State accounts to the railroad unemployment insurance account in the unemployment trust fund. Funds of States in the Rocky Mountain area were particularly affected by the transfer of railroad workers to the Federal system. Chart 11 shows amounts available for benefits on December 31, 1938, and indicates, for all jurisdictions, the changes in these amounts during 1939.

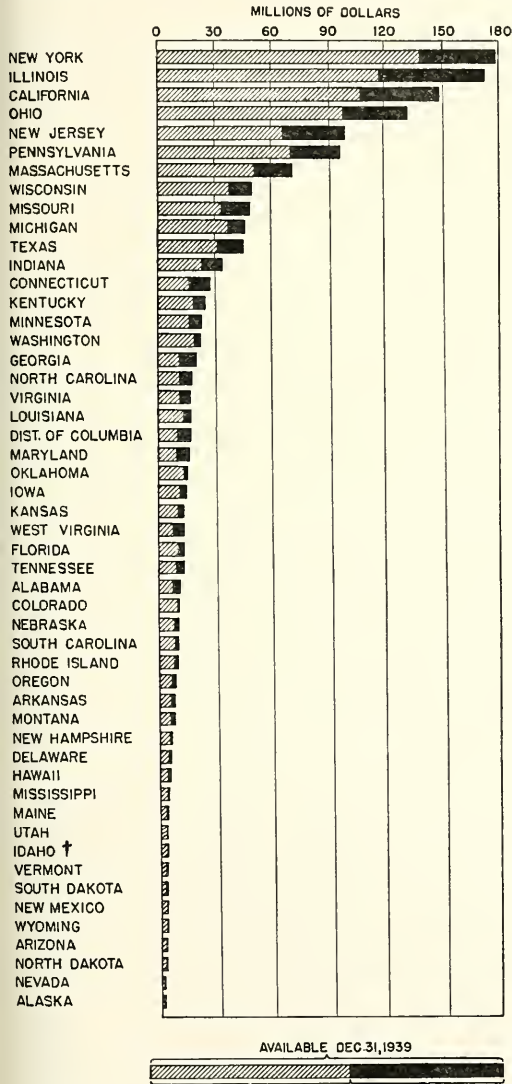
The reserves of several States increased considerably during the year. By the close of the year, California, Louisiana, Texas, Vermont, and Virginia had more than doubled the reserves accumulated prior to the initiation of benefit payments. The District of Columbia added amounts equivalent to 2½ times its original fund. Funds available in 10 other States¹⁸ had by December 31, 1939, increased more than 50 percent over the original reserve. All these States, with the exception of Hawaii, began benefit payments prior to 1939. Only 2 States—Maine and Michigan—closed the year with less funds than were available when benefits were first payable. Although Idaho had a slightly larger fund at the year's end than on September 1, 1938, when benefits became payable, the increment was due entirely to interest earned by funds deposited in the Treasury.

Despite the discontinuance of contributions by railroads to State unemployment compensation agencies, the contributions deposited in 1939 by the 23 States which paid benefits throughout 1938

¹⁸ Connecticut, Hawaii, Maryland, Massachusetts, Minnesota, Mississippi, New York, North Carolina, South Carolina, and Tennessee.

rose almost 8 percent over 1938; the reserves in these States were approximately 78 percent higher at the end of the year than on January 1, 1938. These reserves would have been somewhat larger had not 4 States—New Hampshire, New York,

Chart 11.—Unemployment compensation: Funds available for benefits, by States, Dec. 31, 1938, and Dec. 31, 1939¹



Oregon, and Rhode Island—shifted from a monthly to a quarterly collection basis at some time during 1939. Except for New York, Oregon, and Wisconsin, all of the 23 States collected larger amounts of contributions in 1939 than in the preceding year. The largest increase, more than 30 percent, was in Alabama; increases of more than 25 percent are recorded for Connecticut, Maine, Tennessee, and Utah. Declines for New York and Oregon were due to the shift to a quarterly collection basis; a decrease in contributions in Wisconsin resulted from rates lowered on the basis of experience rating.

Total benefit payments by all jurisdictions represented more than 54 cents of each \$1 of contributions collected during the year.¹⁹ The net amounts of benefits paid in 1939 totaled \$429 million; contributions deposited totaled about \$825 million. Idaho, which disbursed almost \$1.10 for each \$1 of contributions, was the only State in which benefits exceeded contributions deposited during the year (chart 10). Michigan, Nevada, New Mexico, Oklahoma, and Wyoming paid 75 cents or more for each \$1 collected. The ratios of benefits to contributions ranged from 70 to 74 cents in benefits to each \$1 of contributions in Arizona, Maine, Oregon, and Rhode Island. Nine additional States²⁰ paid 60 cents or more for each \$1 collected since January 1, 1939. The lowest ratios of benefits to contributions were noted for Delaware, Hawaii, Missouri, the District of Columbia, and Wisconsin, each of which paid less than 30 cents in benefits for each \$1 collected.

Of the 31 States in which benefits were payable at some time in 1938, 3 paid more in benefits than they received in contributions for the period since benefits were payable. Data for Michigan show that although payments were somewhat less than collections in 1939, that State paid \$1.31 for each \$1 of collections during the whole period since benefits became payable. This situation is largely attributable to two factors, curtailed operations in the automobile industry during the summer of 1938 and the shift to a quarterly collection basis in July of the same year. Similarly, the \$1.04 paid in Maine for each \$1 of contributions resulted from relatively heavy disbursements in 1938. In Idaho, on the other hand, proportionately heavy

¹⁹ Illinois and Montana are included only for the 6-month period during which benefits were payable.

²⁰ Pennsylvania, New York, Washington, Colorado, Mississippi, Alaska, Iowa, Utah, and Louisiana.

¹ See table 14.

[†]Funds available Dec. 31, 1939, less than amount available Dec. 31, 1938.

disbursements in 1939 were responsible for the relationship of slightly more than \$1 paid to each \$1 collected.

For the country as a whole, nearly 65 cents were disbursed in benefits for each \$1 collected since benefits were first payable.

The ratios of total benefits to cumulative contributions and interest are presented as indications of the status of the individual State funds. Comparisons among the States are significant only when collections were made and benefits paid during the same period of time.

Placement Activities, 1939

THE COMPLETE INTEGRATION of public employment service and unemployment compensation in 1939 was, in effect, a recognition of the complementary nature of these two functions. Of greater immediate significance to placement activities, however, was the fact that by July 1939 unemployment benefits were being paid in all States. The effect of the unemployment compensation program was twofold. First, the expansion of State employment service facilities for benefit-payment functions throughout the United States automati-

cally expanded placement activities. Second, the increased diversity in the occupational coverage of public employment offices resulting from its integration with the insurance program greatly expanded employment service clientele, in terms both of employers and employees. Not unrelated to this expansion was the required registration of benefit claimants, which greatly augmented the file of active job seekers. This broadened active file made possible an increased emphasis on private-placement activity, particularly with respect to

Table 16.—*Employment service: Registrants in active file, by States and by months, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	January	February	March	April	May	June	July	August	Septem-ber	October	Novem-ber	Decem-ber
Total.....	17,434,459	17,080,021	6,748,671	6,544,711	6,381,651	6,282,598	26,101,140	25,789,759	26,681,826	5,465,580	6,628,545	5,746,146
Alabama.....	153,831	142,673	140,531	137,605	130,365	131,932	134,436	128,662	121,539	125,366	155,634	149,339
Alaska.....	2,318	2,640	2,977	3,463	2,943	2,426	1,446	1,645	1,744	2,353	2,706	2,706
Arizona.....	24,680	25,626	25,625	25,047	24,334	23,848	22,361	22,636	21,708	21,830	20,675	21,748
Arkansas.....	80,533	83,608	77,783	78,090	77,822	76,385	78,429	75,153	71,916	61,648	58,819	57,167
California.....	354,379	374,655	419,428	416,820	407,984	408,254	400,084	386,867	381,954	385,296	460,878	634,375
Colorado.....	64,664	74,788	75,109	69,707	67,385	64,337	65,071	64,174	60,280	59,571	63,738	64,611
Connecticut.....	111,691	85,985	85,339	86,070	92,936	101,580	105,111	75,215	82,078	82,171	81,517	81,230
Delaware.....	17,777	18,927	13,601	11,741	13,268	13,667	13,250	13,299	13,662	12,874	12,106	11,536
District of Columbia.....	15,479	61,036	43,677	47,534	39,071	45,048	34,798	35,993	35,615	35,980	35,809	34,170
Florida.....	111,256	128,708	34,569	42,995	58,364	71,065	70,983	65,292	61,686	64,685	74,598	80,907
Georgia.....	155,551	163,884	176,471	178,434	174,112	167,758	176,260	180,077	177,273	174,079	184,213	187,783
Hawaii.....	6,082	6,933	7,882	8,465	8,992	9,294	8,517	8,295	9,121	9,706	8,837	9,651
Idaho.....	23,546	23,690	22,064	18,783	18,595	14,916	13,801	12,676	13,387	14,190	15,313	15,722
Illinois.....	303,097	299,507	297,629	161,075	148,093	166,886	186,149	221,118	190,021	198,679	206,548	181,658
Indiana.....	211,562	196,555	195,301	203,604	202,062	198,520	199,730	187,371	186,968	182,967	195,475	195,998
Iowa.....	103,269	103,767	103,349	99,905	95,771	93,280	88,881	88,342	87,116	83,720	86,295	91,991
Kansas.....	74,252	72,452	68,813	61,887	42,819	38,667	33,631	39,079	40,108	38,127	37,810	37,199
Kentucky.....	107,308	114,707	118,252	91,215	94,453	85,381	87,374	83,604	88,276	82,364	81,927	76,853
Louisiana.....	148,351	143,830	132,813	113,794	109,371	110,531	112,216	112,057	100,589	97,683	100,413	106,424
Maine.....	42,140	45,310	38,377	41,404	39,070	33,929	37,556	31,277	30,078	33,134	33,020	33,987
Maryland.....	74,163	71,216	72,063	69,942	65,904	73,779	76,009	69,300	55,886	60,633	61,391	59,441
Massachusetts.....	328,564	316,242	247,908	252,736	258,914	255,294	253,999	254,273	249,153	173,051	167,112	180,168
Michigan.....	333,029	354,372	359,062	367,872	323,026	260,732	258,459	238,465	241,018	260,966	226,244	209,003
Minnesota.....	213,097	205,760	201,106	197,879	189,764	185,652	182,868	169,656	157,297	148,871	130,260	124,816
Mississippi.....	83,675	73,873	66,366	62,023	63,194	65,210	70,635	74,568	82,656	86,016	88,049	84,790
Missouri.....	206,659	200,724	169,845	160,388	135,978	126,285	119,585	123,327	133,969	130,322	141,631	158,546
Montana.....	34,736	35,063	32,211	29,975	27,499	27,673	28,290	28,055	28,009	27,143	26,886	28,620
Nebraska.....	49,733	45,556	50,966	52,152	51,907	53,214	51,200	52,727	60,528	43,214	43,602	47,804
Nevada.....	5,035	4,931	4,921	4,639	4,404	4,391	5,179	5,215	5,472	5,521	6,015	6,591
New Hampshire.....	32,667	29,610	28,589	31,334	31,546	30,716	28,526	26,108	25,430	25,526	25,477	21,706
New Jersey.....	259,292	284,199	253,667	231,527	240,692	258,387	269,178	268,034	275,200	272,519	277,608	276,246
New Mexico.....	39,121	35,837	31,799	32,676	33,261	33,632	32,562	32,813	33,859	34,171	36,227	35,397
New York.....	603,819	526,445	528,601	464,709	473,080	480,958	481,321	509,376	535,870	541,348	547,946	665,758
North Carolina.....	150,811	129,629	120,738	115,253	112,707	107,783	108,826	107,405	100,249	91,746	76,057	87,973
North Dakota.....	31,810	32,972	31,634	33,448	32,840	31,825	30,757	28,670	28,288	27,163	23,670	23,576
Ohio.....	492,134	458,441	412,201	429,917	429,566	425,280	335,954	253,928	294,446	278,642	259,174	250,954
Oklahoma.....	71,730	74,019	70,965	64,057	60,082	64,911	64,870	55,988	64,795	60,167	50,536	87,153
Oregon.....	84,804	74,897	72,067	63,685	45,976	47,114	42,255	42,793	31,699	35,827	35,827	42,071
Pennsylvania.....	1,007,522	951,242	871,905	917,639	918,065	861,192	755,239	610,031	549,200	469,260	419,573	418,430
Rhode Island.....	55,671	31,758	33,539	36,410	35,146	33,716	39,616	39,940	39,602	39,536	42,316	37,531
South Carolina.....	130,755	124,871	114,191	108,839	112,012	114,486	111,544	103,049	96,718	102,037	106,658	104,579
South Dakota.....	37,728	36,199	35,276	35,524	31,390	32,044	32,826	32,644	33,134	34,407	34,051	30,968
Tennessee.....	146,698	141,084	129,990	132,690	133,837	137,711	134,435	132,644	130,811	133,283	134,243	134,731
Texas.....	240,187	239,678	252,677	266,252	272,400	281,356	285,844	274,505	260,980	273,226	295,746	301,004
Utah.....	25,041	23,428	23,030	23,759	20,314	24,110	22,810	22,817	21,255	20,218	21,985	22,437
Vermont.....	18,596	17,865	17,883	19,366	17,610	16,791	17,008	15,919	15,056	14,996	15,219	15,540
Virginia.....	51,843	53,409	51,050	54,930	48,620	49,955	50,134	45,607	47,155	44,270	46,871	52,720
Washington.....	148,707	160,599	113,732	101,778	92,526	92,505	93,626	93,895	88,286	95,362	102,870	114,051
West Virginia.....	151,938	114,882	103,821	114,914	85,755	80,850	78,866	70,989	69,205	62,955	66,701	74,733
Wisconsin.....	168,971	168,206	163,554	166,384	163,423	170,742	170,400	170,505	168,458	166,218	167,109	168,713
Wyoming.....	13,167	14,169	13,968	14,243	12,400	11,870	10,286	10,378	7,861	7,885	8,652	9,013

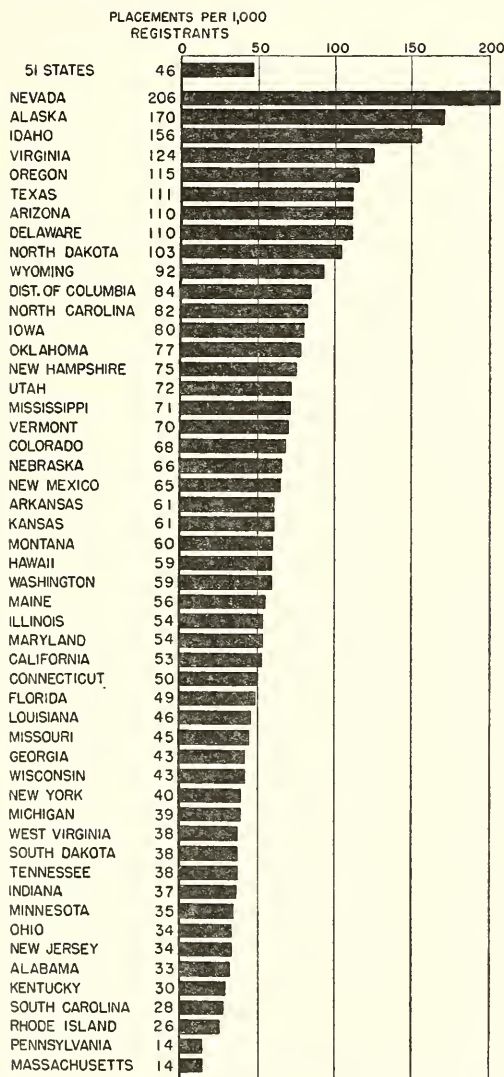
¹ Florida employment service not in complete operation during January and February.

² South Dakota agency suspended operations July 28-Sept. 26.

placements in clerical and professional occupations and in jobs requiring specialized skills.

In 1939, as in previous years, the large majority of placements were in physical labor and service occupations, since the lack of labor-market organization is most acute in these fields and since the number of available jobs is greater.

Chart 12.—Employment service: Average monthly placements per 1,000 registrants available for work, by States, 1939¹



¹Based on tables 16 and 18.

The expansion of State employment services has definitely resulted, however, in a more comprehensive service to all types of workers. The data which follow record this service.

Total Placements

During 1939, State employment offices made 3.5 million complete placements¹—approximately 30 percent more than in 1938 (table 27). Although improved business conditions were largely responsible for the increase, the expansion of the State services, the more comprehensive files of job seekers providing better qualified workers for placement, and the more extensive use of the service by employers, contributed in no small measure.

The high point for monthly placements in 1939 was reached in October with 366,000 placements—11 percent of the year's total and the largest number in any month since June 1937 (table 18). The smallest number of placements for 1939 was reported for February, yet the total for that month, 181,000, was 38 percent higher than the total for February 1938. Among individual States, the placement volume in Texas was outstanding; employment service offices in that State made 361,000 complete placements during the year. One-third of all complete placements were made in 5 States—Texas, California, New York, Ohio, and Illinois—and of these California and New York each made more than 200,000. Less than 10,000 placements were made during the year in Alaska and Hawaii.

Marked increases over 1938 placements were shown by a number of States. In Washington the 76,000 placements in 1939 trebled the number reported for 1938, and in New Jersey the 1939 total was two and a half times the number for the previous year;² in Michigan, 1939 placements were more than double the 1938 figure; and in Missouri an increase of 90 percent over the 1938 figure was shown. Increases of 50 percent or more were reported by 8 other States—Massachusetts, Arkansas, Oregon, Connecticut, Louisiana, Indiana, New York, and Ohio. In only 7 States were fewer complete placements made in 1939 than in 1938. Placements in New Mexico were 27 percent lower; in Hawaii, 15 percent; in Montana, 14 percent;

¹ See pp. 147-148 for definition.

² In Florida complete placements in 1939 were 142 percent greater than in 1938, but the Florida agency was not in full operation during 1938 or in January-February 1939 so that a comparison between the 2 years is not justified.

and in Illinois, Texas, and Wyoming, about 5 percent. In South Dakota, where employment service operations were suspended for several weeks in 1939, there was a decline of 22 percent.

Absolute numbers, however, are misleading as measures of the effectiveness of a placement program, since the largest volume of placements will almost inevitably be reported by States with the largest populations. An attempt has been made, therefore, to relate the number of placements to the number of job seekers. This relationship can be measured only roughly because of State differences in maintaining a count of persons available

for work over long periods of time. Furthermore, the number of placements in a State depends in large degree upon the kinds of placements made which in turn depend upon the industrial composition of the State. These factors must be considered in interpreting data for a State and in comparisons among States.

The average monthly placements per average monthly registrants in the active file can be used, however, for want of more adequate measurement, for comparisons among States. In 1939, on the average, there were 46 placements a month per 1,000 registered job seekers for the country as a

Table 17.—*Employment service: Applications by States and by months, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	115,094,851	11,401,648	11,047,046	11,237,588	11,172,720	11,214,035	11,263,832	11,139,334	11,297,024	11,237,017	11,329,446	11,414,854	11,290,307
Alabama.....	248,371	20,651	13,901	17,104	14,218	15,465	15,040	17,177	20,404	20,876	28,969	43,037	21,529
Alaska.....	9,819	894	456	703	1,119	1,250	940	607	776	679	935	738	752
Arizona.....	76,315	6,460	5,433	6,791	4,982	4,892	5,621	4,808	6,512	6,782	7,434	8,023	8,577
Arkansas.....	108,113	13,867	8,359	9,566	7,940	9,899	9,799	8,871	8,375	7,701	7,987	7,966	7,483
California.....	1,347,030	119,808	98,253	143,513	98,612	109,999	112,108	95,725	104,506	100,699	110,248	133,929	121,630
Colorado.....	195,201	25,810	17,610	16,679	11,965	15,058	15,220	14,646	15,431	14,704	15,920	15,383	16,769
Connecticut.....	213,812	18,525	13,397	15,367	16,806	20,402	24,211	17,753	17,260	16,332	16,676	17,945	19,138
Delaware.....	46,547	5,212	2,890	2,723	3,117	5,139	4,984	3,484	4,502	4,323	3,980	3,381	2,812
District of Columbia.....	112,561	9,638	7,535	9,679	7,668	9,251	9,855	9,238	9,781	10,153	10,428	10,918	8,417
Florida.....	1169,120	150,800	140,367	132,321	126,955	155,229	155,401	147,703	149,059	133,354	147,760	211,135	190,016
Georgia.....	304,625	32,920	24,777	28,397	20,880	21,648	21,878	24,478	27,947	24,314	23,308	31,407	22,671
Hawaii.....	18,145	1,731	1,212	1,695	1,381	1,143	1,134	962	1,327	1,969	1,919	1,514	2,158
Idaho.....	72,622	6,830	4,403	5,339	5,703	6,299	6,300	5,352	6,278	6,770	6,733	6,768	6,768
Illinois.....	517,745	23,125	25,209	33,596	33,860	37,199	38,929	46,332	64,865	54,180	52,606	54,532	48,292
Indiana.....	451,040	37,371	24,950	37,528	40,741	36,511	40,227	38,094	37,156	33,681	41,363	48,169	39,219
Iowa.....	212,309	18,708	14,141	20,779	16,624	17,321	20,723	16,456	17,466	15,581	16,736	17,996	19,698
Kansas.....	169,752	19,298	15,096	16,736	10,771	11,539	12,098	11,264	17,169	13,523	13,353	14,764	14,141
Kentucky.....	235,014	22,546	17,691	19,631	22,468	23,885	16,463	15,715	21,374	23,639	18,056	20,158	13,688
Louisiana.....	254,435	39,444	18,864	18,416	16,497	19,763	19,512	17,718	21,063	21,425	21,482	20,375	19,776
Maine.....	113,091	12,573	8,207	11,971	11,613	9,451	9,548	7,588	7,742	8,432	9,368	8,785	8,630
Maryland.....	238,443	25,245	17,243	21,079	17,009	16,860	28,438	18,705	16,772	17,236	24,199	19,709	15,903
Massachusetts.....	356,265	25,868	19,118	29,940	29,445	30,695	30,795	25,863	26,154	23,097	33,478	40,585	36,227
Michigan.....	666,859	59,983	52,603	59,609	41,516	50,599	54,698	50,334	56,153	50,508	66,697	65,321	58,833
Minnesota.....	228,422	23,076	16,450	18,339	17,521	17,623	19,511	15,846	16,057	18,355	17,607	24,538	23,499
Mississippi.....	255,221	21,027	14,200	15,852	16,438	16,771	18,563	26,056	25,261	28,215	29,791	23,791	19,236
Missouri.....	435,325	41,960	27,493	30,052	27,174	30,074	33,940	28,044	36,904	41,177	43,750	43,352	51,405
Montana.....	54,211	4,658	3,195	4,789	4,622	4,479	4,782	5,342	4,637	4,611	4,294	4,380	4,459
Nebraska.....	110,799	13,766	7,551	10,523	7,084	7,704	7,809	7,555	11,481	9,234	8,181	8,857	10,223
Nevada.....	31,228	2,611	1,787	2,558	2,607	2,613	2,925	3,310	2,558	2,482	2,681	2,681	2,627
New Hampshire.....	80,068	6,509	5,135	6,832	8,349	7,731	6,704	5,299	6,391	5,875	6,865	7,513	6,865
New Jersey.....	593,089	50,977	54,149	56,384	52,609	51,079	53,160	45,131	40,239	42,930	48,948	47,308	50,175
New Mexico.....	60,317	5,034	3,236	4,458	3,246	3,868	4,304	4,550	4,512	7,359	8,855	6,047	4,818
New York.....	1,830,559	168,063	109,717	91,908	154,773	170,417	156,794	131,078	158,212	202,795	159,554	162,008	164,710
North Carolina.....	311,801	32,765	24,075	25,989	21,620	23,691	22,593	21,212	29,659	25,863	29,197	28,182	26,925
North Dakota.....	66,070	4,622	4,955	4,818	4,247	5,692	4,313	5,432	10,074	5,638	7,943	5,065	4,921
Ohio.....	845,856	92,478	55,776	72,612	85,809	63,729	60,245	60,399	76,239	72,282	65,225	67,284	62,078
Oklahoma.....	266,158	26,100	21,075	21,602	15,523	18,373	18,289	19,030	22,838	18,604	26,802	35,991	22,381
Oregon.....	161,035	13,493	10,520	12,405	9,032	11,487	11,881	12,108	13,914	15,342	15,947	16,610	18,296
Pennsylvania.....	1,270,220	103,837	99,818	113,864	108,446	101,631	113,457	107,996	124,353	110,514	95,271	98,083	92,950
Rhode Island.....	96,305	9,336	8,188	10,509	8,036	8,546	8,815	9,330	7,358	7,850	5,353	6,189	7,545
South Carolina.....	128,861	10,509	9,179	12,905	10,313	11,773	10,434	8,812	9,792	8,955	16,484	13,374	6,728
South Dakota.....	37,948	4,247	3,372	3,768	2,777	2,873	3,157	2,336	(9)	4,966	4,376	5,490	6,126
Tennessee.....	167,293	14,357	12,483	20,302	12,425	14,366	14,654	10,657	13,827	13,136	15,288	14,137	11,601
Texas.....	654,692	76,019	49,202	51,293	45,953	49,208	53,689	47,968	50,637	46,726	61,243	69,293	53,491
Utah.....	112,897	11,279	7,688	11,017	9,628	8,604	10,165	9,900	9,672	7,732	8,422	9,607	9,183
Vermont.....	36,914	3,227	2,041	3,644	3,043	2,813	3,451	2,796	3,086	2,902	2,738	2,836	4,337
Virginia.....	257,399	24,436	19,633	23,339	20,305	22,903	20,897	19,552	20,955	21,544	21,176	20,618	21,581
Washington.....	223,603	17,302	12,486	13,147	12,394	15,172	19,128	18,792	26,656	24,689	23,421	23,075	22,451
West Virginia.....	231,935	20,350	15,693	21,824	22,779	23,776	19,428	16,467	19,428	17,734	21,507	24,155	19,149
Wisconsin.....	341,529	35,530	29,573	25,751	23,303	27,221	33,631	27,497	28,660	27,333	28,865	28,741	28,304
Wyoming.....	42,847	6,138	2,938	3,122	3,644	3,619	3,927	2,946	3,883	3,055	3,166	3,183	3,226

¹ See footnotes 2 and 3.

² Florida employment service not in complete operation during January and February; private placement activity largely suspended.

³ South Dakota agency suspended operations July 25-Sept. 26.

whole. Nevada ranked first with 206 per 1,000 followed by Alaska (which made many work-relief placements), Idaho, Virginia, Oregon, Texas, Arizona, Delaware, North Dakota, and Wyoming (chart 12). Most of the industrial States were at the lower end of the scale, with Indiana, Minnesota, Ohio, New Jersey, Alabama, Kentucky, South Carolina, Rhode Island, Pennsylvania, and Massachusetts ranking as the last 10. The position of the industrial States may be an indication of a greater use of the employment service by the workers in those States and consequently a larger number of applicants for work.

Private Employment

The 2.7 million complete placements in private industry during 1939 were not only the highest number of such placements made in any year of record but they were 14 percent higher than in 1937, when business conditions and job opportunities were considerably better, and 42 percent higher than in 1938. They constituted 77 percent of all complete placements in 1939. In 1938 private placements were 70 percent of the total, and they were a smaller proportion in earlier years when placements in construction of public

Table 18.—*Employment service: All placements, by States and by months, 1939*¹

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	3,476,889	199,445	181,242	253,693	270,493	333,141	343,551	285,760	336,233	352,451	366,154	289,403	265,233
Alabama.....	54,069	4,742	4,515	4,226	3,718	6,185	5,347	3,928	4,256	5,142	4,711	3,665	3,664
Alaska.....	4,908	72	624	235	348	896	867	348	292	337	339	266	284
Arizona.....	30,896	2,065	1,037	1,411	1,814	2,315	2,121	1,721	2,121	3,341	4,328	4,524	4,109
Arkansas.....	53,806	2,552	2,593	3,834	2,008	2,703	2,575	3,405	3,563	5,860	5,074	3,810	3,400
California.....	258,865	17,058	15,200	19,129	20,967	23,611	24,656	22,397	27,206	26,963	25,534	19,104	17,010
Colorado.....	54,057	1,512	1,476	2,558	3,012	5,696	7,304	6,277	6,554	7,124	6,362	3,193	2,919
Connecticut.....	53,762	3,128	2,705	3,593	4,322	5,285	5,464	4,072	4,582	5,082	6,435	5,071	4,023
Delaware.....	18,164	724	748	1,087	1,037	1,888	2,072	1,673	1,800	1,743	2,356	1,812	1,224
District of Columbia.....	40,644	2,735	2,431	3,002	3,481	4,483	3,915	2,749	3,495	3,833	3,572	3,356	3,292
Florida.....	37,503	2,963	2,013	1,198	1,881	2,026	2,070	2,222	2,719	2,568	7,009	4,950	5,584
Georgia.....	90,222	5,421	4,694	7,636	7,335	7,897	9,312	7,515	9,122	10,157	8,530	6,558	6,045
Hawaii.....	6,033	301	373	463	597	458	540	475	688	734	569	434	401
Idaho.....	32,331	1,035	787	1,555	2,231	3,374	4,345	2,914	3,211	3,702	5,516	2,156	1,505
Illinois.....	138,968	9,926	9,118	11,194	11,596	12,502	10,972	9,445	11,368	12,594	13,659	12,536	13,058
Indiana.....	87,989	4,756	4,924	7,341	6,725	8,073	8,287	6,166	7,508	9,293	9,249	7,906	7,762
Iowa.....	90,835	4,650	4,585	6,959	8,557	10,641	9,304	8,635	7,754	8,657	8,317	6,638	5,686
Kansas.....	53,574	2,063	1,745	2,405	2,828	3,462	3,007	3,034	2,654	3,277	3,654	2,850	2,789
Kentucky.....	33,256	1,931	1,357	2,271	2,573	3,581	3,633	2,441	2,896	3,410	3,802	2,365	2,696
Louisiana.....	64,036	4,259	5,061	7,715	6,033	6,022	5,027	3,819	4,575	5,241	6,710	5,277	4,297
Maine.....	24,487	1,569	1,035	1,369	1,677	2,464	3,664	2,760	3,054	2,228	1,985	1,455	1,287
Maryland.....	43,480	2,570	2,640	3,588	3,621	4,305	4,079	3,691	3,896	3,781	4,205	3,831	3,273
Massachusetts.....	40,965	2,357	2,064	3,015	3,330	3,621	4,059	3,552	3,806	3,630	4,162	3,929	3,440
Michigan.....	130,543	6,699	6,436	9,617	9,617	13,014	14,294	12,290	13,465	13,116	14,052	10,441	8,970
Minnesota.....	73,942	3,768	3,073	4,022	5,475	5,131	7,901	7,614	7,711	8,195	8,174	6,033	5,945
Mississippi.....	64,189	4,046	2,389	3,641	4,433	4,564	6,062	7,188	6,506	9,185	7,290	5,079	3,293
Missouri.....	80,674	3,278	3,237	5,743	5,961	6,266	6,516	6,659	6,677	9,868	13,886	7,222	6,194
Montana.....	21,279	990	750	1,818	2,680	2,358	2,064	2,235	2,343	1,830	2,028	1,151	1,032
Nebraska.....	38,527	1,828	1,814	2,986	4,177	4,712	3,805	3,443	4,068	4,214	4,050	2,433	1,797
Nevada.....	12,831	857	680	959	1,153	1,380	1,363	1,140	1,162	1,172	1,184	976	905
New Hampshire.....	25,229	2,046	1,619	1,477	1,602	2,720	2,656	1,951	2,470	2,003	2,669	2,133	1,793
New Jersey.....	106,463	3,464	3,407	7,013	8,314	10,577	10,815	9,042	10,810	11,149	12,252	10,466	9,154
New Mexico.....	26,688	1,167	844	1,121	1,659	2,010	2,206	1,317	1,630	8,815	5,389	2,105	1,425
New York.....	247,286	14,066	14,452	16,157	17,732	23,532	24,244	18,976	20,872	24,899	25,621	23,480	22,715
North Carolina.....	107,634	7,165	6,717	9,676	8,950	9,054	9,719	7,309	13,503	10,580	11,344	7,268	6,449
North Dakota.....	36,738	1,063	948	1,453	2,216	2,487	2,483	5,020	8,967	4,661	3,364	2,277	1,809
Ohio.....	143,344	6,745	5,595	10,530	11,642	14,601	14,169	11,990	13,190	16,177	15,901	14,231	12,548
Oklahoma.....	60,477	3,213	2,907	4,007	7,263	6,969	6,047	4,408	4,282	6,776	5,022	4,088	3,688
Oregon.....	70,167	3,233	2,905	4,173	3,895	5,864	7,490	5,754	12,549	8,743	6,906	5,343	3,682
Pennsylvania.....	124,810	6,033	6,201	9,430	8,378	11,073	11,368	8,612	10,626	11,679	15,847	13,568	11,695
Rhode Island.....	12,025	698	677	954	938	1,096	1,219	994	1,277	1,077	1,322	1,091	742
South Carolina.....	37,373	2,813	2,713	3,161	3,282	3,694	4,120	2,890	3,596	3,135	3,492	2,614	1,863
South Dakota.....	14,121	901	1,019	1,240	1,738	1,981	1,674	1,895	(9)	1,445	1,306	1,169	1,053
Tennessee.....	61,106	4,187	3,721	5,067	7,963	6,418	6,394	3,740	4,655	9,238	4,000	3,627	3,627
Texas.....	360,897	26,528	23,952	32,761	30,624	32,393	34,627	25,943	27,918	26,700	28,428	33,823	37,200
Utah.....	19,523	768	727	756	1,359	1,408	2,520	2,169	2,136	1,999	2,628	1,686	1,257
Vermont.....	14,033	877	702	887	994	1,771	1,686	1,194	1,343	1,843	1,059	911	766
Virginia.....	74,212	4,617	4,165	6,891	5,736	8,123	7,128	6,021	9,718	7,327	6,465	4,437	4,084
Washington.....	75,729	1,370	1,284	2,938	3,967	4,992	8,603	9,686	14,415	11,701	7,335	4,052	5,356
West Virginia.....	41,370	2,745	2,643	3,816	3,964	3,899	3,594	3,344	3,553	3,978	4,193	3,979	3,162
Wisconsin.....	85,736	4,826	4,280	6,027	7,206	9,367	9,208	7,797	8,701	8,521	8,174	6,219	5,360
Wyoming.....	12,325	510	382	618	1,006	1,515	1,198	1,260	1,312	1,550	1,497	793	651

¹ Excludes supplementary placements shown in table 21, p. 133.

² See footnotes 3 and 4.

³ Florida employment service not in complete operation during January and February; private placement activity largely suspended.

⁴ South Dakota agency suspended operations July 28–Sept. 26.

works comprised a relatively large proportion of the total placements made. Approximately half the 1939 placements were regular placements, i. e., in jobs expected to last for more than a month.

The high and low months for placements in private industry in 1939 coincided with the high and low months for all placements; 308,000 in October and 126,000 in February marked the extremes (table 19). As in total placements, one-third of the placements in private industry were made in Texas, California, New York, Illinois, and Ohio. Most of the States showed increases in the number of placements in private

employment from 1938 to 1939 (table 27), and in most of these States these increases were higher than in all complete placements. Of the 10 States with the highest increase in placements in private employment, 8 began benefit payments in January 1939. Washington had an increase of 313 percent, followed by New Jersey, with 159 percent; Michigan, with 135; Georgia, with 130; Missouri, with 120; Hawaii, with 105; Kansas, with 100; Kentucky, with 97; South Carolina, with 84; and Ohio, with 79. Fourteen other States showed increases of 50 percent or more over their 1938 figures. Only 5 States—Mon-

Table 19.—*Employment service: Private placements, by States and by months, 1939*

[Data reported by State agencies, corrected to March 15, 1940]

State	Total	January	February	March	April	May	June	July	August	Septem-ber	October	Novem-ber	Decem-ber
Total.....	1 2,676,300	2 129,940	3 126,352	184,898	195,000	242,444	251,357	3 212,955	3 253,667	3 287,166	308,377	248,837	235,257
Alabama.....	38,555	2,513	2,768	2,477	2,171	4,418	3,741	2,721	3,081	4,155	3,990	3,271	3,249
Alaska.....	1,861	47	41	60	112	304	243	210	195	226	197	125	101
Arizona.....	26,022	1,304	798	1,004	1,452	1,738	1,894	1,445	1,684	2,916	3,854	4,179	3,810
Arkansas.....	41,340	1,178	1,582	3,652	2,651	6,425	6,505	3,881	2,335	5,006	3,323	2,032	2,899
California.....	221,619	12,402	11,375	14,853	16,967	20,210	21,386	19,885	23,545	24,735	23,238	17,514	15,959
Colorado.....	45,076	1,061	1,089	2,126	2,492	4,533	5,906	5,092	5,501	6,406	5,649	2,788	2,432
Connecticut.....	42,455	2,245	2,145	3,090	3,255	3,941	4,218	2,870	3,427	4,253	5,422	4,188	3,401
Delaware.....	14,149	406	461	714	805	1,501	1,392	1,146	1,233	1,497	2,205	1,641	1,148
District of Columbia.....	36,081	2,459	2,231	2,693	3,257	4,068	3,251	2,369	3,048	3,434	3,424	2,920	2,927
Florida.....	21,975	10	124	452	242	822	1,001	1,071	1,440	1,770	5,791	4,081	4,981
Georgia.....	55,888	1,760	1,993	3,698	4,066	4,570	5,410	4,735	5,802	7,216	6,426	5,184	5,028
Hawaii.....	3,019	139	151	189	180	213	240	250	339	346	300	285	327
Idaho.....	24,115	727	636	1,148	1,532	2,562	3,249	2,054	1,904	2,282	4,967	1,756	1,298
Illinois.....	135,270	9,221	8,665	10,844	11,209	12,215	10,773	9,161	11,147	12,382	13,411	13,396	12,546
Indiana.....	83,683	4,364	4,610	6,986	6,444	7,656	7,915	5,626	7,005	8,805	8,911	7,685	7,676
Iowa.....	61,087	3,207	3,579	5,366	5,488	6,125	5,219	5,425	4,810	6,261	6,243	5,091	4,273
Kansas.....	24,459	815	953	1,521	1,720	2,314	2,382	2,258	2,176	2,632	2,548	2,578	2,262
Kentucky.....	20,301	774	779	1,286	1,437	2,101	2,022	1,287	1,411	2,315	2,805	2,148	2,282
Louisiana.....	51,873	2,902	3,801	5,671	4,969	4,845	3,975	3,069	3,750	4,348	5,989	4,675	3,750
Maine.....	16,467	1,044	796	1,109	1,196	1,485	2,227	1,801	1,751	1,410	1,353	1,160	1,135
Maryland.....	31,534	1,523	1,559	2,221	2,378	2,826	2,875	2,738	2,892	2,993	3,371	3,189	2,969
Massachusetts.....	28,741	1,604	1,594	2,363	2,067	2,164	2,178	1,987	2,175	2,919	3,355	3,324	3,011
Michigan.....	101,634	4,115	4,025	6,333	6,837	9,209	10,598	9,798	10,659	10,672	11,633	9,459	8,296
Minnesota.....	54,587	2,712	2,424	4,098	5,420	5,155	5,437	5,437	5,210	5,833	6,343	5,089	3,559
Mississippi.....	23,875	1,038	457	700	733	1,409	1,933	2,222	2,337	3,218	3,980	2,002	1,786
Missouri.....	66,985	2,182	2,383	4,405	4,621	5,035	5,120	4,222	4,696	8,920	12,733	6,406	5,882
Montana.....	9,767	476	367	802	671	869	794	940	1,004	1,021	1,201	734	588
Nebraska.....	16,609	671	864	1,323	1,859	1,609	1,463	1,389	1,358	1,834	2,269	1,842	1,128
Nevada.....	9,822	614	443	735	754	961	988	899	936	955	959	804	744
New Hampshire.....	18,617	1,755	1,310	1,316	1,139	1,714	1,445	1,493	1,626	1,398	2,264	1,549	1,608
New Jersey.....	99,578	3,094	3,077	6,168	7,435	9,849	9,945	8,565	10,383	10,693	11,727	10,139	8,500
New Mexico.....	21,311	667	409	700	1,115	1,251	1,412	802	1,156	5,548	5,067	1,956	1,198
New York.....	202,124	11,256	10,716	12,217	13,586	18,867	19,330	15,891	17,056	20,313	21,870	20,765	20,537
North Carolina.....	63,431	3,454	3,368	4,960	4,647	4,316	4,865	3,939	9,628	6,582	7,061	5,990	4,721
North Dakota.....	31,290	883	819	1,291	1,656	1,617	1,742	4,519	8,492	2,695	2,884	2,001	1,691
Ohio.....	128,932	4,480	4,742	8,631	10,354	12,694	11,356	9,885	11,541	14,655	14,717	13,644	12,433
Oklahoma.....	46,169	1,466	1,296	2,715	5,512	5,757	4,845	3,216	2,916	5,610	4,710	3,930	4,196
Oregon.....	50,460	1,405	1,582	2,928	2,212	4,409	5,715	4,139	7,876	7,019	5,735	4,374	3,066
Pennsylvania.....	94,269	4,806	6,423	7,819	6,661	7,925	7,072	6,018	7,270	8,178	12,063	10,828	10,216
Rhode Island.....	9,047	603	551	668	709	751	848	700	904	833	1,026	853	601
South Carolina.....	15,900	703	801	1,141	1,165	1,071	1,120	923	1,738	2,159	2,286	1,565	1,228
South Dakota.....	8,718	679	696	1,005	1,066	1,022	1,030	623	(?)	1,108	836	772	881
Tennessee.....	46,777	2,572	2,360	3,309	2,631	4,559	4,559	2,814	3,290	5,076	8,479	3,442	3,238
Texas.....	295,875	19,597	17,666	25,364	24,020	25,018	27,213	20,613	22,008	22,825	25,293	31,369	34,879
Utah.....	15,004	408	454	417	668	808	2,199	1,800	1,755	1,740	2,205	1,358	1,191
Vermont.....	9,069	491	468	614	573	790	909	794	772	1,504	768	698	688
Virginia.....	44,352	1,874	1,738	2,736	3,265	4,459	3,752	3,140	6,781	5,077	4,863	3,477	3,170
Washington.....	66,627	1,167	905	2,482	3,346	4,231	8,038	8,832	12,882	10,621	6,274	3,313	4,746
West Virginia.....	29,591	1,983	1,890	2,412	2,160	2,283	2,320	1,934	2,183	3,068	3,206	3,284	2,768
Wisconsin.....	63,801	2,791	3,054	4,484	6,375	6,568	6,698	5,719	5,862	6,801	6,970	5,111	4,468
Wyoming.....	6,724	213	224	343	412	788	541	685	838	903	1,083	452	342

¹ See footnotes 2 and 3.

² Florida employment service not in complete operation during January and February; private placement activity largely suspended.

³ South Dakota agency suspended operations July 28-Sept. 26.

tana, Nevada, New Mexico, South Dakota, and Texas—showed decreases. South Dakota's decrease was negligible and in view of the State's suspension of operations for a period in 1939, it can hardly be considered a decrease. New Mexico reported a decline of 32 percent in private placements from the 1938 total; Montana, 23 percent; and Texas, 4 percent. In all cases, the reductions were due to smaller volumes of agricultural placements.

Public Employment

With the continued reduction in public construction projects and the reduced number of assignments to work-relief projects, placements in

public employment declined for the third successive year. Not only did placements on public works projects decline, but there was a further reduction in the number of relief placements. Because of the practice of the Work Project Administration of making all reassignments directly rather than through the employment service, the number of relief placements has been rather insignificant during the past 3 years. The decline in placements on public works represents a trend which has been in operation since 1936, when 2.2 million such placements were made. The figure for 1939 was about 780,000, and although placements on relief projects were relatively insignificant in most States, more than half of all place-

Table 20.—*Employment service: Public placements, by States and by months, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	1 800,589	69,505	54,890	68,795	75,493	90,697	92,194	172,805	182,566	165,285	57,777	40,516	30,066
Alabama.....	15,544	2,229	1,747	1,749	1,547	1,767	1,606	1,207	1,175	987	721	394	418
Alaska.....	3,047	25	175	502	624	502	138	97	111	432	149	74	189
Arizona.....	4,868	761	239	407	362	372	421	276	487	425	474	345	293
Arkansas.....	12,556	1,374	1,011	1,446	1,283	1,278	1,070	1,224	1,228	854	751	776	266
California.....	37,246	4,656	4,276	4,000	3,401	2,850	2,512	3,661	2,228	2,296	1,590	1,951	1,951
Colorado.....	9,012	451	387	432	520	1,163	1,398	1,285	1,053	718	713	405	487
Connecticut.....	11,307	883	560	503	1,067	1,344	1,246	1,202	1,155	829	1,013	883	622
Delaware.....	4,015	318	287	373	327	387	680	567	567	246	151	171	70
District of Columbia.....	4,563	276	309	224	415	664	380	447	399	448	436	365	365
Florida.....	15,528	2,963	1,889	746	1,439	1,204	1,069	1,151	1,279	798	1,218	869	903
Georgia.....	34,334	3,661	2,701	3,938	3,269	3,327	3,902	2,780	3,330	2,941	2,104	1,374	1,017
Hawaii.....	3,014	162	222	274	417	245	300	225	349	388	209	149	74
Idaho.....	8,210	308	151	407	699	812	1,096	860	1,307	1,420	549	400	207
Illinois.....	3,698	705	453	350	387	287	199	284	221	212	243	140	212
Indiana.....	4,008	322	514	355	281	417	372	540	503	458	538	220	86
Iowa.....	29,296	1,443	1,006	1,593	3,069	4,516	4,055	3,210	2,944	2,396	2,074	1,547	1,547
Kansas.....	9,415	1,248	792	884	1,148	1,068	1,148	776	478	645	806	478	527
Kentucky.....	12,955	1,157	578	985	1,136	1,480	1,611	1,204	1,485	1,065	1,297	517	410
Louisiana.....	12,163	1,267	1,260	2,044	1,034	1,177	1,052	750	816	893	721	602	547
Maine.....	8,020	525	239	260	481	979	1,377	959	1,303	818	632	295	152
Maryland.....	11,946	1,047	1,081	1,367	1,213	1,479	1,204	953	1,004	783	834	642	304
Massachusetts.....	12,224	753	470	852	1,263	1,457	1,563	1,563	1,691	711	807	605	429
Michigan.....	28,909	2,584	2,094	2,103	2,780	3,805	3,696	2,492	2,806	2,444	2,419	982	674
Minnesota.....	19,355	1,056	649	716	1,377	2,711	2,746	2,077	2,501	2,362	1,831	944	386
Mississippi.....	40,314	3,008	1,932	2,881	3,700	3,155	4,669	4,966	4,169	3,970	3,280	3,077	1,507
Missouri.....	13,689	1,096	854	1,338	1,340	1,791	1,396	1,367	1,281	945	1,153	826	302
Montana.....	11,512	514	383	1,016	1,709	1,489	1,270	1,295	1,339	809	827	417	444
Nebraska.....	22,218	1,157	450	1,663	2,818	3,103	2,342	2,054	2,710	2,380	1,781	1,091	693
Nevada.....	3,069	243	137	224	399	419	375	211	226	217	195	172	161
New Hampshire.....	6,612	291	309	161	523	1,006	1,211	488	844	605	405	584	185
New Jersey.....	6,885	370	330	845	879	728	870	474	427	456	525	327	654
New Mexico.....	5,377	500	435	421	544	759	794	515	474	267	292	149	227
New York.....	45,162	3,350	3,736	3,940	4,446	4,665	4,914	3,085	3,816	4,586	3,751	2,715	2,158
North Carolina.....	44,203	3,711	3,349	4,616	4,303	4,738	4,854	3,370	3,975	3,998	3,383	2,178	1,728
North Dakota.....	5,448	170	129	162	870	741	501	475	966	450	276	118	118
Ohio.....	19,382	2,290	1,253	1,896	2,308	2,737	2,833	2,075	1,640	1,522	1,184	827	415
Oklahoma.....	14,308	1,747	1,406	1,289	1,713	1,208	1,196	1,192	1,364	1,116	912	673	492
Oregon.....	19,707	1,828	1,323	1,245	1,683	1,455	1,775	1,615	4,673	1,454	1,171	969	516
Pennsylvania.....	30,041	1,227	778	1,611	1,717	3,148	4,296	2,594	3,356	3,501	3,794	2,540	1,479
Rhode Island.....	2,978	95	126	286	229	345	371	234	373	244	296	238	141
South Carolina.....	21,473	2,110	1,912	2,020	2,117	2,623	3,000	1,967	1,858	976	1,206	1,049	635
South Dakota.....	15,403	222	323	235	672	959	464	1,272	(0)	137	470	337	172
Tennessee.....	14,529	1,615	1,361	1,758	1,832	1,611	1,835	926	1,365	966	819	558	380
Texas.....	65,022	6,931	6,266	7,407	6,604	7,375	7,414	5,330	5,910	3,875	3,135	2,454	2,321
Utah.....	4,519	360	273	339	691	599	381	369	381	259	423	278	166
Vermont.....	4,964	386	234	273	421	981	777	400	571	339	291	213	78
Virginia.....	29,580	2,743	2,427	3,655	2,471	3,664	3,376	2,881	2,937	2,250	1,602	960	914
Washington.....	9,102	203	293	456	651	761	565	854	1,833	1,080	1,061	739	610
West Virginia.....	11,779	762	753	994	804	1,616	1,374	1,410	910	897	635	384	384
Wisconsin.....	21,935	2,035	1,226	1,533	1,831	2,739	2,610	2,078	2,899	1,720	1,204	1,108	892
Wyoming.....	5,601	297	158	275	594	760	657	675	474	647	414	341	309

¹ South Dakota agency suspended operations July 28-Sept. 26.

ments in Alaska during 1939 were on relief projects. In Hawaii, where nearly 60 percent of all placements in 1938 were on work-relief projects, this number had dropped to 26 percent for 1939. More than 40 percent of all 1939 relief placements were accounted for by 2 States—New York and Pennsylvania.

Supplementary Placements

Employment offices also made more than a million supplementary placements during 1939 (table 21). Each of these placements indicates

that the employment service has been instrumental in bringing the worker and employer together although the service has not performed all the steps involved in a complete placement. More than a quarter million supplementary placements were made during August and September in Texas, principally in agricultural activity; for the year as a whole the Texas employment service accounted for more than half the Nation's total of supplementary placements. Because of their special character, supplementary placements are not included in figures for "total placements."

Table 21.—*Employment service: Supplementary placements,¹ by States and by months, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	¹ 1,038,006	² 31,085	³ 30,817	37,329	42,523	72,746	103,914	⁴ 121,232	⁴ 171,886	⁴ 205,330	113,381	59,591	43,172
Alabama	11,040	1,835	1,027	880	516	853	1,598	1,193	1,138	612	1,008	610	665
Alaska	325	12	7	7	22	50	55	45	23	31	26	33	14
Arizona	30,103	1,969	506	2,324	3,380	1,247	1,019	2,243	626	2,379	4,153	5,674	4,592
Arkansas	28,598	553	1,187	3,381	1,641	5,337	5,077	1,808	1,466	3,770	⁴ 2,797	⁴ 669	912
California	48,012	2,271	¹ 1,519	2,203	3,189	5,602	4,048	3,941	7,111	5,010	7,834	3,251	2,033
Colorado	4,723	22	59	59	91	529	680	1,023	1,121	487	559	68	25
Connecticut	3,135	1,003	188	197	154	136	207	107	206	212	392	199	134
Delaware	573	43	20	27	22	19	22	41	48	53	68	204	6
District of Columbia	443	26	3	54	69	18	32	45	21	36	25	66	58
Florida	³ 3,726	¹ 1,338	¹ 798	285	216	230	142	153	225	144	116	43	36
Georgia	1,812	90	189	230	151	133	145	68	81	294	229	124	78
Hawaii	3,230	819	273	405	405	305	261	198	239	110	91	93	31
Idaho	4,761	76	28	30	38	413	331	173	388	511	2,447	153	173
Illinois	3,361	249	178	104	232	262	240	358	411	415	323	262	237
Indiana	18,435	730	1,066	1,024	794	1,110	1,475	1,593	2,104	3,242	2,688	1,406	1,203
Iowa	3,167	747	655	125	150	230	132	246	221	136	298	155	72
Kansas	4,112	336	252	311	490	476	422	439	472	302	328	148	136
Kentucky	6,386	879	521	612	357	623	476	343	438	896	734	196	281
Louisiana	9,902	1,189	909	612	617	844	760	352	260	1,363	1,427	1,382	237
Maine	1,514	138	71	221	234	219	275	97	94	60	47	36	22
Maryland	1,136	141	126	95	76	135	121	125	86	47	66	61	57
Massachusetts	1,398	205	172	102	130	82	91	57	55	166	150	144	44
Michigan	4,610	1,222	956	529	263	155	157	266	178	266	168	243	207
Minnesota	7,489	285	243	331	602	842	1,158	892	732	836	795	499	274
Mississippi	10,490	371	605	848	792	839	997	1,079	1,442	1,907	789	538	283
Missouri	3,821	30	50	34	160	179	74	83	64	44	42	27	34
Montana	3,549	109	41	150	335	370	295	493	443	280	427	426	180
Nebraska	1,104	36	63	128	111	152	133	138	69	82	111	44	37
Nevada	660	54	41	71	102	65	49	43	30	64	67	43	26
New Hampshire	1,983	138	366	134	132	79	172	122	136	124	193	218	169
New Jersey	4,832	91	162	69	203	213	899	878	650	421	462	334	450
New Mexico	15,093	12	22	24	56	41	168	58	77	1,324	5,765	5,793	1,753
New York	10,466	70	473	1,098	858	940	1,146	996	1,202	1,089	1,082	885	621
North Carolina	9,542	280	354	395	550	468	2,149	382	2,422	617	1,243	361	327
North Dakota	1,192	85	57	43	95	116	129	133	268	109	68	36	53
Ohio	22,948	756	2,479	1,127	2,987	3,028	4,790	2,859	2,283	2,143	939	377	380
Oklahoma	5,123	196	120	316	742	637	641	231	257	612	337	608	426
Oregon	48,439	470	215	681	1,405	4,514	9,187	5,358	13,768	8,615	3,023	785	418
Pennsylvania	13,548	1,284	539	1,056	609	1,277	1,337	1,398	1,253	999	1,220	885	1,691
Rhode Island	638	36	133	12	69	15	52	35	86	116	28	15	41
South Carolina	703	114	111	63	60	73	59	49	45	24	41	51	13
South Dakota	⁴ 985	45	13	35	87	160	100	⁴ 412	⁽¹⁾	⁽¹⁾	61	44	28
Tennessee	83,957	514	516	775	276	2,050	22,122	17,499	2,338	21,217	11,305	4,338	1,007
Texas	567,565	7,795	11,609	13,541	16,589	34,949	37,220	71,332	123,803	140,768	56,261	26,235	27,463
Utah	6,678	424	144	351	650	741	1,297	719	838	559	529	315	61
Vermont	176	15	18	9	18	29	20	13	8	20	6	15	5
Virginia	3,865	677	172	435	226	238	264	257	460	297	345	236	198
Washington	8,484	250	417	522	1,041	764	926	957	1,084	682	1,352	223	236
West Virginia	6,366	521	614	675	406	413	470	439	421	969	312	708	415
Wisconsin	5,458	568	477	457	255	388	271	350	659	818	577	310	328
Wyoming	450	16	23	39	50	93	32	63	36	52	27	17	2

¹ See definition, p. 148.

² See footnotes 3 and 4.

³ Florida employment service not in complete operation during January and February; private placement activity largely suspended.

⁴ South Dakota agency suspended operations July 28–Sept. 26.

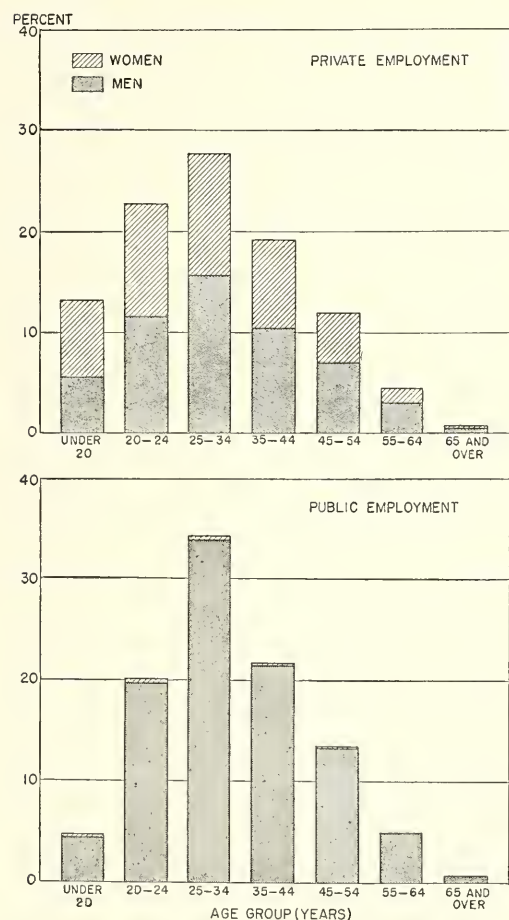
⁽¹⁾ Excludes supplementary farm placements made in cooperation with Memphis, Tenn., office.

Characteristics of Workers Placed³

For several years placements of women have been increasing in number and in proportion to all placements. Women obtained 36 percent of all jobs filled through the placement activities of public employment offices in 1939 as compared with 32 percent in 1938 (table 28). In part this relative increase results from the decline in placements in public employment; as chart 13 indi-

³ In any interpretation of these data it should be remembered that they have been derived from the number of placements; the characteristics of a worker placed twice during the year are included twice.

Chart 13.—Employment service: Distribution of public and private placements of men and women by age groups, 1939¹



¹ See tables 22 and 23.

cates, very few women were placed in work-relief or other public employment.

Nearly 30 percent of all 1939 placements were made for workers aged 25-34 years (tables 22, 23, and 28). Although 612,000 placements were made for workers over 45 years of age these placements constituted only 18 percent of the total; 11 percent were for workers under 20. Placements of young women were proportionately greater than of men in the same age groups: 17 percent of the women placed were under 20 while only 8 percent of the men placed were in the lowest age group. Less than 1 percent of men and of women placed were 65 or over.

Variations are found in the age distributions for placements in public and private employment (chart 13). More than 13 percent of the jobs in private employment went to workers under 20 (mostly to women); in public employment, in which most placements are in the field of construction, only 5 percent of the jobs went to workers under 20. Although 36 percent of the placements in private employment were made for persons under 25, only 25 percent of the placements in public employment were for this age group. Persons aged 25-44 received the majority of placements (56 percent) in public employment; this age group was also the largest (47 percent) for placements in private industry. Public employment also exceeded private employment in the proportion of jobs filled by workers 45 years of age and over; this age group constituted 19 percent of the total for public employment and 17 percent for private employment.

Nearly four-fifths of all placements in 1939 were of white workers; of the remaining one-fifth, almost all were placements of Negroes.

Occupational and Industrial Differences

In private placements, those of sales and clerical workers showed the greatest increase during 1939; the 205,000 placements in sales positions represented an increase of 65 percent over the number reported in 1938 and clerical placements were 63 percent greater in number (tables 24 and 29). Placements of skilled workers also increased notably—52 percent over 1938. Together, these 3 occupational groups accounted for one-fifth of all placements with private employers during the year. The largest number of placements, however, was in the service groups. These groups

Table 22.—*Employment service: Private placements of men and women, by age groups and by States, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total		19 years and under		20-24 years		25-34 years		35-44 years		45-54 years		55-64 years		65 years and over	
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
	Men and women															
Total.....	1,2,075,691	1,435,435	149,651	205,800	369,255	297,579	417,175	323,398	278,583	234,016	186,959	131,907	79,486	42,113	14,326	4,684
Alabama.....	38,548	28,329	2,041	1,746	5,019	3,352	9,078	4,653	4,113	2,225	2,781	895	1,264	277	248	48
Alaska.....	58	35	56	37	50	30	50	633	633	918	87	85	53	13	8	2
Arizona.....	58	35	56	37	50	30	50	633	633	918	87	85	53	13	8	2
Arkansas.....	26,000	17,217	8,783	1,760	2,272	2,560	1,568	5,151	2,763	3,829	2,931	929	961	299	175	22
California.....	221,630	122,152	14,321	5,522	5,300	3,783	6,428	3,934	4,863	4,933	3,933	1,103	1,997	335	172	40
Colorado.....	42,454	30,146	14,979	8,567	20,363	12,556	20,363	28,367	25,797	21,938	17,883	11,128	7,626	5,414	1,461	60
Connecticut.....	42,454	21,495	20,959	3,869	6,490	3,815	8,928	3,974	3,811	4,051	3,134	2,852	1,448	667	207	56
Delaware.....	32,071	22,304	10,781	4,092	5,568	4,092	7,796	2,429	1,317	1,850	708	1,072	273	402	89	76
District of Columbia.....	32,071	22,304	10,781	4,092	5,568	4,092	7,796	2,429	1,317	1,850	708	1,072	273	402	89	76
Florida.....	21,764	12,379	9,385	580	2,364	1,942	4,206	3,280	2,729	2,078	1,360	930	660	341	150	46
Georgia.....	55,788	35,307	10,981	3,559	8,039	5,024	11,740	6,140	6,753	3,316	3,785	1,415	1,858	441	524	86
Hawaii.....	3,016	1,862	1,154	291	375	128	494	1,659	719	1,190	668	782	591	306	79	20
Idaho.....	24,105	16,292	6,732	3,527	12,793	16,829	17,431	15,077	11,512	7,745	7,924	2,739	2,739	2,016	370	176
Illinois.....	383,684	237,297	66,416	5,222	9,007	11,049	12,786	10,431	11,305	7,514	7,255	3,314	3,902	1,221	1,379	246
Indiana.....	61,685	32,718	28,367	3,770	5,119	7,301	6,867	8,327	6,076	4,845	4,098	1,901	1,901	1,276	267	96
Iowa.....	24,459	13,755	10,704	1,651	2,298	3,148	2,603	3,947	2,482	1,727	1,688	729	729	504	188	38
Kansas.....	20,298	9,957	10,311	1,011	2,073	2,802	2,598	3,170	2,066	1,904	1,706	1,521	1,521	1,319	243	716
Kentucky.....	15,826	29,177	22,649	2,233	3,431	5,362	5,362	5,362	5,362	5,362	5,362	5,362	5,362	5,362	5,362	5,362
Louisiana.....	16,447	8,449	1,811	1,020	1,585	1,707	1,788	1,788	1,788	1,788	1,788	1,788	1,788	1,788	1,788	1,788
Maine.....	31,532	19,214	12,318	1,813	2,075	3,809	3,121	5,220	3,429	3,933	2,290	3,052	1,019	1,158	352	209
Maryland.....	28,741	12,519	16,192	1,336	3,405	3,028	4,226	3,311	3,472	2,125	2,451	1,806	2,032	783	602	150
Massachusetts.....	101,629	56,559	45,070	4,854	7,740	10,875	15,961	10,277	16,711	9,441	7,871	3,599	3,599	1,322	176	74
Michigan.....	64,585	27,301	27,284	2,434	5,698	5,276	7,317	7,452	5,802	5,765	4,415	3,501	1,685	1,331	269	25
Minnesota.....	23,868	14,476	9,392	1,593	1,770	3,192	2,273	10,527	8,570	7,398	5,053	4,668	1,935	813	351	177
Mississippi.....	66,754	37,139	21,927	4,162	1,485	7,756	2,256	5,524	1,206	4,298	1,016	887	545	165	91	18
Missouri.....	16,608	9,110	7,489	993	1,685	2,603	2,145	2,623	1,692	1,603	1,047	682	422	202	88	33
Montana.....	6,440	3,363	263	363	1,353	1,353	1,835	1,032	1,353	720	1,156	500	359	181	21	48
Nebraska.....	18,617	13,108	5,514	1,334	2,778	1,236	3,290	1,208	2,333	782	2,193	729	978	300	107	48
Nevada.....	33,452	66,123	3,726	8,258	7,630	13,593	8,782	16,679	6,280	16,379	4,535	8,861	1,971	2,237	320	186
New Jersey.....	98,575	58,756	31,536	1,241	1,241	1,241	1,241	1,241	1,241	1,241	1,241	1,241	1,241	1,241	1,241	1,241
New Mexico.....	262,319	88,785	115,336	10,418	18,160	27,501	23,411	20,689	16,332	24,250	12,357	14,779	5,360	4,278	745	440
New York.....	63,424	31,020	32,404	3,667	4,910	7,756	8,131	9,401	10,225	5,647	2,955	2,537	1,714	862	236	92
North Carolina.....	31,290	22,285	9,005	2,509	2,920	5,987	2,916	7,014	2,033	3,702	998	2,204	513	763	116	276
North Dakota.....	128,931	61,236	6,665	6,165	13,216	14,619	15,970	16,366	12,178	15,534	9,959	8,062	1,633	754	373	36
Ohio.....	66,169	25,928	20,241	4,178	3,761	4,272	4,365	6,655	2,786	4,955	2,975	5,878	1,899	3,113	786	403
Oklahoma.....	38,073	11,773	2,838	1,553	4,701	17,430	11,431	12,764	6,388	7,372	4,601	4,444	2,066	1,325	396	178
Oregon.....	3,416	3,416	3,416	3,416	3,416	3,416	3,416	3,416	3,416	3,416	3,416	3,416	3,416	3,416	3,416	3,416
Pennsylvania.....	9,407	5,608	3,394	1,468	7,785	1,159	11,739	1,079	6,446	1,009	4,440	6,601	1,611	273	16	17
Rhode Island.....	15,896	9,894	6,002	840	2,587	1,622	3,323	1,994	1,085	925	917	404	405	112	137	27
South Carolina.....	48,716	4,584	4,132	409	1,178	1,054	1,194	1,194	1,194	1,194	1,194	1,194	1,194	1,194	1,194	1,194
South Dakota.....	22,912	23,664	2,912	2,912	4,337	4,337	4,337	4,337	4,337	4,337	4,337	4,337	4,337	4,337	4,337	4,337
Tennessee.....	265,874	180,459	118,583	12,583	22,147	3,067	27,147	40,554	19,847	23,009	6,665	6,665	2,485	1,748	373	11
Texas.....	9,164	3,905	792	1,093	1,456	930	1,988	1,071	1,258	980	583	381	258	153	72	82
Vermont.....	44,327	22,003	22,324	2,456	3,383	5,341	5,341	5,341	5,341	5,341	5,341	5,341	5,341	5,341	5,341	5,341
Virginia.....	66,621	44,283	22,388	5,091	3,977	7,935	5,208	11,847	5,025	5,647	3,721	2,452	3,754	1,396	61	114
Washington.....	13,907	15,075	1,256	1,256	3,097	3,132	4,183	4,183	4,183	4,183	4,183	4,183	4,183	4,183	4,183	4,183
West Virginia.....	30,813	32,941	3,100	7,302	8,353	9,061	1,686	1,686	1,686	1,686	1,686	1,686	1,686	1,686	1,686	1,686
Wisconsin.....	6,723	4,883	1,540	466	1,301	422	1,301	1,301	1,301	1,301	1,301	1,301	1,301	1,301	1,301	1,301
Wyoming.....	6,723	4,883	1,540	466	1,301	422	1,301	1,301	1,301	1,301	1,301	1,301	1,301	1,301	1,301	1,301

¹ Excludes 709 placements with age unspecified. See also footnotes 2 and 3.

² Employment service not in complete operation during January and February; private placement activity largely suspended.

³ Agency suspended operations July 28-Sept. 26.

accounted for nearly 40 percent of all placements in private employment and for more than 60 percent of all placements of women in private employment. Jobs for unskilled labor constituted the next largest group of placements, accounting for 25 percent of the total placements in private industry and more than 40 percent of all placements of men in private industry. Because of the increasing proportion of placements in clerical, professional, and skilled jobs, the unskilled and the service groups accounted for a smaller proportion of placements in private employment than

in 1938, despite a substantial increase in their number. The smallest number of placements—some 30,000—was made in professional and kindred occupations.

The kinds of jobs available in public employment (which is principally construction) necessarily determine the occupational distribution of placements in this field. Nearly 63 percent of the placements in public employment during 1939 were in jobs requiring physical labor exclusively (table 25). Only 1 percent of the placements were in professional occupations; 2 percent were in

Table 23.—*Employment service: Public placements of men and women, by age groups and by States, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total		19 years and under		20-24 years		25-34 years		35-44 years		45-54 years		55-64 years		65 years and over			
	Men and women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	
Total.....	1,800, 278	789, 503	10, 775	35, 457	2, 187	158, 762	3, 395	271, 461	2, 924	172, 188	1, 484	106, 487	604	39, 556	155	5, 592	26	1, 111
Alabama.....	15, 544	15, 422	122	690	11	3, 318	37	5, 977	41	3, 061	18	1, 710	6	592	1	74	8	1, 111
Alaska.....	3, 043	2, 978	65	110	0	627	10	935	12	504	19	416	20	325	3	61	1	1, 111
Arizona.....	4, 868	4, 803	65	118	7	905	22	1, 778	21	1, 095	8	673	4	198	3	36	0	1, 111
Arkansas.....	12, 554	12, 431	122	512	19	2, 789	26	4, 736	43	2, 512	25	1, 365	9	449	1	68	0	1, 111
California.....	37, 242	36, 307	935	908	171	5, 072	279	12, 433	271	9, 162	148	6, 292	54	2, 230	11	210	1	1, 111
Colorado.....	9, 010	8, 684	326	441	20	1, 749	99	3, 053	103	1, 877	74	1, 130	24	377	6	57	0	1, 111
Connecticut.....	11, 307	11, 235	72	406	7	2, 185	18	3, 377	25	2, 648	19	1, 957	3	603	0	50	0	1, 111
Delaware.....	4, 015	3, 995	20	233	1	748	2	1, 295	5	887	6	577	6	205	0	50	0	1, 111
District of Columbia.....	4, 563	4, 441	122	106	17	650	41	1, 694	49	1, 214	14	594	1	158	0	25	0	1, 111
Florida.....	15, 391	15, 317	74	655	3	2, 853	24	5, 595	25	3, 609	13	1, 834	5	662	2	109	2	1, 111
Georgia.....	34, 287	34, 108	179	2, 161	20	8, 122	49	12, 340	76	6, 607	29	3, 419	4	1, 250	1	209	0	1, 111
Hawaii.....	3, 013	2, 982	31	150	4	737	8	1, 023	10	513	4	363	2	182	3	14	0	1, 111
Idaho.....	8, 204	8, 120	84	373	4	1, 706	27	2, 665	20	1, 747	26	1, 213	5	377	2	39	0	1, 111
Illinois.....	3, 698	3, 583	345	52	32	384	86	863	123	905	54	883	20	234	0	62	0	1, 111
Indiana.....	4, 306	3, 894	412	203	41	930	102	1, 218	167	739	71	550	25	211	4	43	2	1, 111
Iowa.....	29, 296	28, 300	996	1, 415	441	5, 131	330	8, 865	127	6, 374	53	4, 747	29	1, 579	15	189	1	1, 111
Kansas.....	9, 414	9, 363	51	232	5	1, 721	19	3, 414	10	2, 136	12	1, 344	4	444	0	52	0	1, 111
Kentucky.....	12, 946	12, 883	63	551	1	2, 448	24	4, 039	23	3, 434	9	1, 984	4	708	2	119	0	1, 111
Louisiana.....	12, 150	11, 950	200	518	21	2, 824	72	4, 726	76	2, 453	19	1, 111	11	291	1	27	0	1, 111
Maine.....	8, 014	7, 990	24	425	3	1, 622	10	2, 633	3	1, 633	3	1, 094	2	485	3	98	0	1, 111
Maryland.....	11, 946	11, 927	19	442	0	1, 929	6	3, 879	7	2, 837	2	1, 960	2	771	2	109	1	1, 111
Massachusetts.....	12, 224	12, 111	113	578	14	2, 845	35	3, 961	38	2, 411	22	1, 622	3	620	0	74	0	1, 111
Michigan.....	28, 904	28, 660	244	840	79	5, 072	70	9, 234	56	6, 839	24	4, 679	13	1, 775	2	221	0	1, 111
Minnesota.....	19, 355	19, 113	242	483	16	3, 288	74	6, 932	90	4, 119	41	2, 933	13	1, 230	7	128	1	1, 111
Mississippi.....	40, 310	40, 228	82	2, 778	23	11, 098	38	15, 488	17	6, 941	4	2, 849	0	922	0	152	0	1, 111
Missouri.....	13, 685	13, 601	84	767	25	3, 210	29	4, 603	28	2, 625	6	1, 595	0	682	1	119	0	1, 111
Montana.....	11, 510	11, 285	225	307	30	1, 774	81	3, 917	50	2, 547	35	1, 809	23	819	6	112	0	1, 111
Nebraska.....	22, 217	21, 843	274	890	44	4, 568	92	7, 848	95	4, 657	34	2, 870	6	1, 031	3	99	0	1, 111
Nevada.....	3, 000	2, 962	38	159	17	596	4	1, 009	9	589	4	422	3	171	1	22	0	1, 111
New Hampshire.....	6, 612	6, 467	145	1, 158	61	1, 637	36	1, 486	18	947	15	772	7	386	7	81	1	1, 111
New Jersey.....	6, 884	6, 610	274	307	90	1, 138	123	1, 932	28	1, 594	22	1, 112	10	399	1	68	0	1, 111
New Mexico.....	5, 377	5, 285	92	296	10	1, 222	38	1, 999	31	1, 059	9	537	4	151	0	21	0	1, 111
New York.....	45, 161	44, 459	702	921	45	5, 740	251	11, 805	225	11, 494	119	9, 295	48	4, 522	13	682	1	1, 111
North Carolina.....	44, 193	43, 836	357	2, 760	67	10, 670	92	14, 829	95	9, 226	63	4, 551	36	1, 382	3	218	1	1, 111
North Dakota.....	5, 448	5, 309	139	132	31	963	46	2, 102	45	1, 140	12	746	4	269	1	27	0	1, 111
Ohio.....	19, 382	19, 063	319	957	44	3, 500	68	5, 819	96	4, 326	68	3, 057	33	1, 231	8	173	2	1, 111
Oklahoma.....	14, 307	14, 216	91	269	10	2, 838	31	5, 623	22	3, 425	20	1, 650	6	370	1	41	1	1, 111
Oregon.....	19, 705	19, 591	114	728	41	3, 012	30	5, 858	21	4, 762	10	3, 550	8	1, 501	4	180	0	1, 111
Pennsylvania.....	30, 026	29, 653	373	1, 366	39	6, 729	108	9, 983	136	5, 839	63	3, 724	18	1, 697	9	315	0	1, 111
Rhode Island.....	2, 977	2, 823	154	201	102	670	50	846	0	553	0	407	2	137	0	9	0	1, 111
South Carolina.....	21, 470	21, 359	111	1, 056	8	5, 507	35	8, 010	38	3, 990	18	1, 971	9	746	2	89	1	1, 111
South Dakota.....	25, 403	25, 319	84	165	6	1, 007	30	1, 866	37	1, 122	9	804	2	324	0	31	0	1, 111
Tennessee.....	14, 529	14, 438	91	527	22	2, 500	20	5, 274	27	3, 568	15	1, 885	6	594	1	90	0	1, 111
Texas.....	65, 022	64, 728	294	2, 292	50	14, 191	120	26, 098	93	14, 182	28	5, 856	3	1, 333	0	176	0	1, 111
Utah.....	4, 517	4, 432	85	128	9	789	33	1, 542	32	1, 043	8	699	2	198	1	33	0	1, 111
Vermont.....	4, 904	4, 952	12	422	4	1, 145	2	1, 484	5	921	1	612	0	311	0	57	0	1, 111
Virginia.....	29, 878	29, 777	101	2, 076	12	5, 881	25	9, 569	37	6, 038	22	4, 060	5	1, 327	0	226	0	1, 111
Washington.....	9, 100	8, 675	425	661	177	1, 552	165	2, 723	49	1, 762	16	1, 362	16	555	2	60	0	1, 111
West Virginia.....	11, 779	11, 715	64	572	16	2, 552	18	4, 098	18	2, 453	8	1, 403	4	550	0	87	0	1, 111
Wisconsin.....	21, 928	20, 831	1, 097	700	263	3, 416	347	6, 454	242	4, 785	156	3, 678	71	1, 538	18	260	0	1, 111
Wyoming.....	5, 600	5, 549	51	169	4	1, 129	13	2, 021	14	1, 184	6	761	9	254	4	31	0	1, 111

¹ Excludes 311 placements with age unspecified. See also footnote 2.

² Agency suspended operations July 28-Sept. 26.

clerical jobs and 1 percent in service occupations; 14 percent called for craftsmen and 19 percent for production workers.

The greatest increase in 1939 placements over 1938 occurred in the fields of distribution and manufacturing (tables 26 and 30).¹ Although constituting only slightly more than 10 percent of all placements, the 350,000 jobs in the distri-

¹The industrial classification used for analysis of placements differs from that for employment and pay rolls indicated on p. 149.

bution field represented a gain of 70 percent over the previous year. This group includes all types of wholesale and retail trade. Placements in manufacturing which numbered 531,000 (15 percent of all placements) gained 51 percent over 1938 levels. Men were placed in slightly more than three-fifths of the manufacturing jobs filled. In 3 States (New Hampshire, Rhode Island, and Utah) a larger number of placements were made in manufacturing than in any other group.

Table 24.—*Employment service: Private placements of men and women, by major occupational groups and by States, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total			Professional and kindred workers		Salespersons		Clerical workers		Service workers		Craftsmen		Production workers		Physical labor workers	
	Men and women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Total.....	12,672,841	1,433,266	1,230,575	20,813	8,527	75,824	128,686	41,127	85,684	275,482	761,765	183,336	25,936	225,273	148,932	611,411	80,945
Alabama.....	38,553	25,352	13,201	135	34	505	1,345	356	541	2,184	4,914	3,087	629	3,681	2,657	15,404	3,081
Alaska.....	1,821	1,436	385	13	3	8	5	20	22	300	851	227	6	188	3	620	1
Arizona.....	25,995	17,212	8,783	178	91	430	387	142	323	2,600	6,070	877	8	1,009	84	11,976	1,820
Arkansas.....	41,337	27,017	14,320	66	32	646	845	219	525	2,556	8,138	1,064	74	1,127	404	21,339	4,302
California.....	221,608	122,197	99,411	5,096	3,106	6,002	9,593	4,191	10,164	22,208	58,804	14,299	817	12,907	12,827	57,494	4,070
Colorado.....	45,060	30,138	14,922	272	83	1,252	672	615	1,160	3,494	11,021	1,754	181	4,999	662	17,752	1,143
Connecticut.....	42,416	21,487	20,923	301	94	968	1,661	1,129	1,537	4,592	11,875	4,997	858	4,521	4,518	4,949	386
Delaware.....	14,083	5,621	8,462	446	10	165	380	85	191	744	4,739	1,143	49	489	538	2,549	2,535
District of Columbia.....	36,006	13,770	22,236	154	36	737	1,116	705	1,267	6,255	19,473	2,258	32	1,030	315	2,601	57
Florida.....	21,792	12,403	9,389	323	49	529	410	458	793	1,867	3,729	1,149	66	2,321	4,044	5,636	298
Georgia.....	55,830	35,838	19,992	463	134	1,085	1,403	1,150	987	5,766	8,385	4,449	900	5,072	4,411	17,852	3,763
Hawaii.....	3,017	1,862	1,155	26	3	36	50	47	65	482	1,002	335	3	118	12	818	20
Idaho.....	24,080	16,269	7,811	86	76	419	385	119	204	1,407	6,047	915	160	2,604	202	10,719	737
Illinois.....	135,263	66,057	69,206	730	242	4,313	6,791	2,519	5,993	16,637	46,281	8,304	706	10,628	7,090	22,926	2,043
Indiana.....	89,669	37,253	46,416	731	247	3,732	6,471	1,379	4,323	8,338	30,096	5,849	470	5,134	2,477	12,079	2,352
Iowa.....	61,085	32,710	28,366	324	134	2,376	3,665	852	2,224	6,044	19,678	3,907	150	5,910	1,910	12,706	607
Kansas.....	24,458	13,754	10,704	107	43	1,012	402	562	3,374	8,522	1,420	24	24	2,024	407	5,419	135
Kentucky.....	20,289	9,986	10,303	81	77	706	1,649	497	941	2,399	6,369	1,311	101	2,032	486	2,960	680
Louisiana.....	51,872	29,184	22,688	237	67	1,103	1,877	665	1,262	4,927	15,445	3,445	203	2,682	2,854	16,125	980
Maine.....	16,427	8,424	8,003	51	21	379	585	225	300	1,132	4,174	2,656	707	1,308	989	2,673	1,227
Maryland.....	31,458	19,157	12,301	205	52	759	1,023	851	1,289	2,898	7,153	6,276	279	2,347	1,478	5,791	1,027
Massachusetts.....	28,579	12,540	16,039	191	57	1,213	1,857	610	1,165	2,375	8,690	3,806	942	2,245	2,781	2,100	547
Michigan.....	101,330	52,960	48,370	1,467	182	3,570	4,084	1,233	3,007	8,279	31,504	11,314	900	11,284	3,631	19,413	1,331
Minnesota.....	54,567	27,287	27,280	155	83	1,458	1,690	565	1,555	3,373	22,517	2,906	207	7,394	709	11,436	519
Mississippi.....	23,871	14,479	9,392	57	32	373	1,454	214	384	1,832	3,614	749	353	1,654	1,371	9,600	2,184
Missouri.....	66,907	37,079	29,825	423	238	2,386	2,564	2,061	3,057	6,566	15,947	5,204	1,448	3,245	3,230	17,194	3,324
Montana.....	9,762	7,063	2,699	35	61	201	146	89	101	599	2,403	844	17	1,846	18	3,639	8
Nebraska.....	16,609	9,120	7,489	89	37	740	609	247	757	2,284	5,726	727	39	1,108	185	3,925	136
Nevada.....	9,817	6,455	3,362	54	5	322	282	76	103	1,015	2,877	1,293	14	729	69	2,966	2
New Hampshire.....	15,602	13,092	5,510	22	11	300	356	103	207	1,080	3,604	1,564	503	614	722	3,889	107
New Jersey.....	99,570	33,449	66,121	527	120	2,817	3,357	1,618	3,211	6,999	40,893	8,348	1,837	4,706	12,671	8,434	4,122
New Mexico.....	21,294	15,966	5,328	385	57	206	267	110	224	648	3,085	461	12	524	52	12,632	1,941
New York.....	201,361	86,218	115,143	1,773	1,115	4,575	10,108	4,794	16,509	21,561	65,346	15,306	3,258	12,583	14,858	25,626	3,639
North Carolina.....	63,333	31,010	32,323	323	89	1,800	2,112	714	1,323	10,032	19,019	4,248	1,475	3,902	6,597	9,901	1,708
North Dakota.....	31,289	22,285	9,004	46	12	362	306	277	363	1,292	7,494	430	5	6,172	775	13,706	49
Ohio.....	128,895	61,215	67,680	1,220	188	6,067	5,826	1,838	4,584	14,361	49,917	8,849	645	8,167	3,296	20,683	3,264
Oklahoma.....	46,147	25,012	21,234	139	55	913	946	718	731	4,792	18,985	1,164	75	2,241	1,235	15,974	3,127
Oregon.....	49,748	37,976	11,772	341	90	387	460	270	556	2,704	5,229	5,955	154	8,126	2,703	23,103	580
Pennsylvania.....	94,164	35,356	58,808	804	256	3,827	8,130	1,868	3,079	4,930	33,661	9,570	2,029	6,222	7,327	11,134	1,326
Rhode Island.....	9,039	3,440	5,599	49	27	214	369	286	554	679	2,511	1,073	736	668	1,223	671	179
South Carolina.....	15,900	9,896	6,004	34	4	251	421	209	198	2,339	3,618	1,218	368	1,375	912	4,470	483
South Dakota.....	18,717	4,585	4,132	21	17	326	419	59	205	1,022	3,058	401	0	1,033	388	1,750	39
Tennessee.....	46,576	22,912	23,663	188	93	1,045	1,722	799	938	5,460	14,393	2,209	965	2,096	2,276	11,121	3,643
Texas.....	295,875	180,290	115,585	858	322	9,233	29,031	3,167	33,544	54,529	58,817	13,569	1,483	34,679	18,802	64,255	3,609
Utah.....	14,966	8,457	6,539	399	25	246	760	119	272	358	2,245	500	23	2,231	2,445	5,604	766
Vermont.....	9,069	5,164	3,905	32	13	170	337	83	171	809	3,134	633	19	1,004	141	2,433	90
Virginia.....	44,233	21,918	22,315	165	36	733	1,411	362	554	4,134	10,686	4,300	910	4,724	7,239	7,500	1,479
Washington.....	66,624	44,284	22,340	487	569	1,632	2,931	721	792	3,092	7,881	2,419	327	8,093	3,197	27,240	6,643
West Virginia.....	29,208	13,547	15,661	187	37	1,141	1,622	383	801	1,620	12,263	3,073	200	1,738	599	5,415	139
Wisconsin.....	63,559	30,681	32,868	323	112	1,968	3,612	817	1,973	5,267	23,807	4,167	459	6,149	1,077	12,040	1,828
Wyoming.....	6,728	4,884	1,839	10	5	110	144	90	107	607	1,555	203	2	487	12	3,377	14

¹ Excludes 3,459 placements with occupation unspecified. See also footnotes 2 and 3.

² Employment service not in complete operation during January and February; private placement activity largely suspended.

³ Agency suspended operations July 28–Sept. 26.

Personal service, hotels, restaurants, and amusements constituted the largest single industrial group of placements for the country as a whole. This group, with 1,058,000 placements, accounted for 30 percent of the total and provided more placements than any other group in 21 States ⁵ (table 26).

Building and construction activity, in which the second greatest number of placements was made,

⁵ California, Connecticut, Delaware, District of Columbia, Illinois, Indiana, Kansas, Louisiana, Michigan, Minnesota, Missouri, Nevada, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, Tennessee, Texas, West Virginia, and Wisconsin.

accounted for nearly one-fourth of all placements made during the year. Of the 843,000 placements in this field, five-sixths were in public construction. Placements in private construction, however, showed a much greater increase over 1938, advancing 29 percent, while placements in public construction increased only 5 percent. In 18 States ⁶ this group provided the largest proportion of placements.

Agriculture accounted for 10 percent of all com

⁶ Alabama, Florida, Georgia, Hawaii, Iowa, Kentucky, Maine, Maryland, Massachusetts, Mississippi, Montana, Nebraska, North Carolina, South Carolina, South Dakota, Vermont, Virginia, and Wyoming.

Table 25.—Employment service: Public placements of men and women, by major occupational groups and by States, 1939

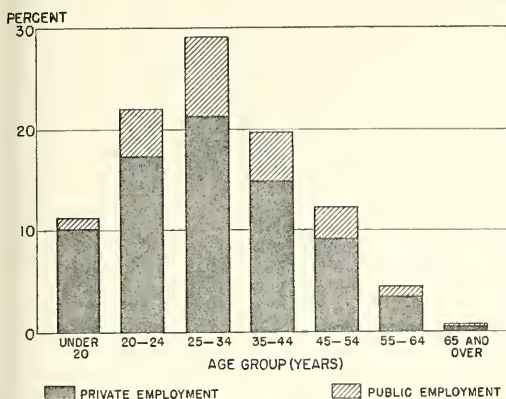
[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total			Professional and kindred workers		Salespersons		Clerical workers		Service workers		Craftsmen		Production workers		Physical labor workers	
	Men and women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Total.....	799,677	789,031	10,646	7,248	1,966	414	28	7,694	6,134	9,173	2,137	113,395	59	148,168	200	502,939	12
Alabama.....	15,544	15,422	122	169	37	0	0	63	82	44	2	2,736	0	2,252	1	10,168	0
Alaska.....	3,043	2,978	65	14	0	0	1	15	9	23	54	116	0	124	1	2,686	0
Arizona.....	4,866	4,501	65	65	11	0	0	36	48	108	6	795	0	920	0	2,877	0
Arkansas.....	12,556	12,433	123	168	13	3	1	75	71	67	38	1,175	0	1,638	0	9,307	0
California.....	37,246	36,311	935	468	104	6	0	659	592	904	223	7,634	1	7,634	1	19,276	0
Colorado.....	9,011	8,835	326	199	225	1	0	244	86	79	1	1,431	0	1,430	2	5,301	0
Connecticut.....	11,307	11,235	72	156	17	10	0	323	42	203	13	1,232	0	2,529	0	6,782	0
Delaware.....	4,013	3,993	20	31	9	0	0	22	9	25	2	556	0	554	0	2,805	0
District of Columbia.....	4,563	4,441	122	38	10	1	0	141	101	140	5	679	0	673	6	2,869	0
Florida.....	15,409	15,335	74	125	6	5	0	184	54	133	12	2,013	1	1,921	1	10,954	0
Georgia.....	34,330	34,150	180	380	26	0	1	106	137	214	13	5,730	1	4,202	1	23,518	1
Hawaii.....	3,013	2,982	31	17	2	0	0	15	17	17	7	240	0	269	1	2,421	4
Idaho.....	8,215	8,130	85	46	2	1	2	30	44	138	33	967	0	2,704	3	4,249	1
Illinois.....	3,698	3,383	315	130	119	320	1	385	155	93	40	232	0	240	0	1,978	0
Indiana.....	4,306	3,894	412	132	64	2	0	53	248	155	97	323	0	266	3	2,963	0
Iowa.....	29,204	28,246	958	261	184	0	1	379	481	412	249	3,240	1	6,656	42	17,298	0
Kansas.....	9,415	9,364	51	46	6	0	0	51	34	85	11	1,154	0	1,367	0	6,661	0
Kentucky.....	12,941	12,878	63	56	4	0	1	40	32	50	5	2,447	0	1,509	0	8,776	1
Louisiana.....	12,163	11,963	200	78	43	2	0	136	130	77	27	878	0	886	0	9,906	0
Maine.....	8,015	7,991	24	39	2	0	0	16	12	32	7	1,443	2	1,403	1	5,358	0
Maryland.....	11,943	11,924	19	43	2	5	0	23	15	90	1	2,962	0	1,660	1	7,141	0
Massachusetts.....	12,224	12,111	113	133	28	1	0	17	26	227	59	1,621	0	4,244	0	5,868	0
Michigan.....	28,906	28,662	244	280	27	0	0	218	176	290	39	5,346	0	6,749	2	15,779	0
Minnesota.....	19,846	19,104	242	113	17	1	0	124	146	108	77	2,360	0	5,350	2	11,048	0
Mississippi.....	40,256	40,204	52	67	3	5	0	129	42	107	6	1,898	0	6,321	0	31,677	1
Missouri.....	13,684	13,600	84	29	14	1	0	119	63	34	6	1,181	0	1,535	2	10,701	0
Montana.....	11,502	11,277	225	213	26	2	0	160	149	136	30	2,137	7	2,673	12	6,066	1
Nebraska.....	22,206	21,932	274	201	132	1	3	219	126	149	12	2,353	0	4,604	1	14,405	0
Nevada.....	3,001	2,963	38	13	4	0	0	31	22	52	11	375	0	620	1	1,872	0
New Hampshire.....	6,601	6,457	144	25	6	1	1	111	82	83	52	608	0	1,459	0	4,171	3
New Jersey.....	6,885	6,611	274	431	13	1	0	251	215	173	40	930	0	993	0	3,332	6
New Mexico.....	5,339	5,298	9	78	9	0	1	35	72	70	8	373	0	1,525	1	3,187	0
New York.....	45,111	44,442	669	566	155	4	0	638	349	704	141	12,284	0	11,940	21	18,819	3
North Carolina.....	44,187	43,830	357	232	138	7	0	116	164	267	43	8,115	0	5,018	11	30,075	1
North Dakota.....	5,448	5,309	139	54	45	0	0	31	80	42	14	555	0	2,510	0	2,274	0
Ohio.....	19,382	19,063	319	180	22	2	1	113	166	284	128	2,479	0	2,410	2	13,595	0
Oklahoma.....	14,308	14,217	91	50	16	1	0	47	49	63	24	1,602	1	2,136	1	10,318	0
Oregon.....	19,657	19,543	114	160	16	0	0	285	77	532	13	2,948	2	7,031	6	8,587	0
Pennsylvania.....	39,027	38,563	374	340	52	1	3	633	291	91	23	3,520	0	4,638	3	20,431	1
Rhode Island.....	2,978	2,824	154	13	3	0	0	76	108	25	6	372	36	379	1	1,959	0
South Carolina.....	21,473	21,362	111	118	32	11	0	76	65	317	13	2,994	0	3,801	1	14,045	0
South Dakota.....	25,400	25,316	84	61	37	0	1	30	38	153	7	320	0	2,415	1	2,337	0
Tennessee.....	14,522	14,431	91	123	0	0	0	60	17	109	6	1,924	0	1,685	44	10,530	24
Texas.....	65,022	64,728	294	272	13	7	0	258	267	655	13	5,217	1	12,572	0	45,747	0
Utah.....	4,512	4,430	32	58	2	3	0	53	73	35	7	461	0	988	0	2,832	0
Vermont.....	4,963	4,951	12	46	4	0	0	17	7	5	1	794	0	3,690	2	5,063	0
Virginia.....	29,868	29,767	101	124	23	0	1	354	65	232	10	6,507	0	3,029	13	3,862	0
Washington.....	8,966	8,567	399	112	9	2	0	175	252	300	121	1,087	4	3,029	13	3,862	0
West Virginia.....	11,769	11,705	64	61	2	3	3	63	46	47	13	1,297	0	1,976	0	8,258	0
Wisconsin.....	21,714	20,617	1,097	419	232	4	1	244	451	628	338	4,639	2	2,429	2	12,254	71
Wyoming.....	5,599	5,547	52	15	0	1	0	12	31	79	21	863	0	1,405	0	3,172	0

¹ Excludes 912 placements with occupation unspecified. See also footnote 2.

² Agency suspended operations July 28-Sept. 26.

Chart 14.—*Employment service: Distribution of public and private placements by age groups, 1939*¹



¹ See tables 22 and 23.

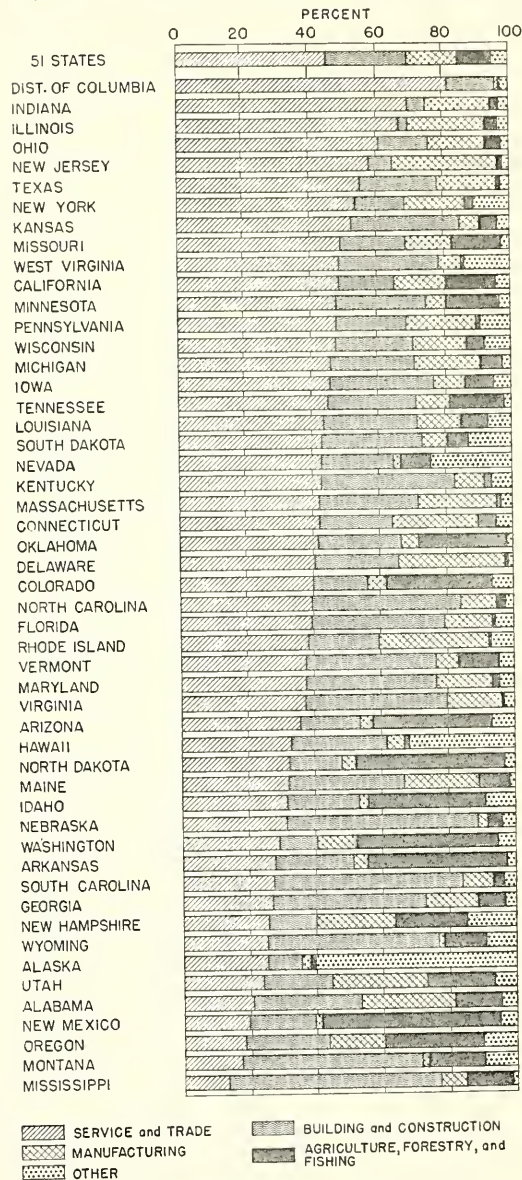
plete placements for the year and was the most important field of placement activity in 8 States.⁷ The 348,000 complete placements reported for agriculture, however, represent only a fraction of the placement activities of the public employment offices in agricultural work since very large numbers of supplementary placements are farm placements. Although exact figures for supplementary placements in agriculture in 1939 are not available, it is known that the number exceeded by a wide margin the number of complete placements reported. All but a small proportion of the 568,000 supplementary placements in Texas were in agriculture. It might be noted that in most cases supplementary placements in agriculture differ from complete placements only in that incomplete registrations of workers are taken. Complete registrations are not practicable in many cases because of the mass character of many agricultural placements.

Although relatively small in total volume, placements in three groups—professional, commercial, and mechanical services; transportation, communication, and public utilities; and mining—made notable gains in 1939 in comparison with 1938. All showed increases of more than 30 percent.

Variations in the industrial distribution of placements are shown in chart 15. Service and distribution (trade) combined was most often the

dominant group in 1939, but the part played by building and construction in the placement activities of the States was also significant. In most of

Chart 15.—*Employment service: Percentage distribution of placements by industrial divisions, 51 States, 1939*¹



SERVICE and TRADE
 MANUFACTURING
 OTHER
 BUILDING and CONSTRUCTION
 AGRICULTURE, FORESTRY, and FISHING

¹ See table 26. "Service and trade" includes distribution and the 2 major service groups in that table.

⁷ Arizona, Arkansas, Colorado, Idaho, New Mexico, North Dakota, Oregon, and Washington.

Table 26.—Employment service: All placements of men and women, by industrial groups and by States, 1939¹

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total		Agriculture, forestry, and fishing		Mining		Building and construction		Manufacturing		Professional, commercial, and other local services		Distribution		Personal services, hotels, restaurants, and amusements		Government, transportation, communication, and public utilities		Work-relief projects					
	Men and women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women			
Total.....	23,476,611	2,225,498	1,251,113	307,673	40,755	19,938	306,841	327	1,402	322,077	209,175	108,259	57,965	170,131	179,600	309,785	748,371	42,728	6,461	56,989	3,137	46,991	3,941	
Alabama.....	54,097	40,776	13,323	2,067	690	21	17,514	327	8	1,041	4,154	741	412	1,387	1,581	2,965	4,944	100	37	809	34	859	84	
Alaska.....	4,907	4,455	452	2	2	0	1,492	0	0	1,492	0	1,492	0	1,387	1,387	2,965	4,944	100	37	809	34	859	84	
Arizona.....	30,879	22,028	8,851	1,282	1,851	672	16	5,356	14	1,144	118	809	789	304	729	453	2,533	6,015	127	19	677	34	489	45
Arkansas.....	33,896	33,451	14,445	1,831	4,055	1,311	10	12,732	6	1,354	806	789	304	729	453	2,533	6,015	127	19	677	34	489	45	
California.....	238,864	138,514	100,390	35,247	4,118	1,139	33,438	3,890	117	23,308	15,037	8,790	7,330	1,411	12,620	58,500	43,459	3,803	533	3,803	533	1,140	72	
Colorado.....	258,684	158,514	100,390	35,247	4,118	1,139	33,438	3,890	117	23,308	15,037	8,790	7,330	1,411	12,620	58,500	43,459	3,803	533	3,803	533	1,140	72	
Connecticut.....	53,702	32,731	21,081	2,603	1,311	291	12	15,913	19	2,645	3,092	2,415	1,241	1,865	1,513	7,720	1,435	106	7	122	125	33	1	
Delaware.....	18,101	9,682	8,479	12,222	63	1	0	5,883	12	2,415	1,550	1,435	1,241	1,865	1,513	7,720	1,435	106	7	122	125	33	1	
District of Columbia.....	40,644	18,216	22,428	26	1	1	0	5,883	12	2,415	1,550	1,435	1,241	1,865	1,513	7,720	1,435	106	7	122	125	33	1	
Florida.....	37,352	27,853	9,469	156	72	88	1	14,866	39	2,792	2,527	1,397	3,977	5,142	2,536	2,138	3,792	502	36	484	41	939	28	
Georgia.....	90,222	70,095	20,217	5,450	1,731	176	0	41,171	36	8,469	5,917	1,473	508	4,321	3,292	6,100	8,532	148	2	2,037	58	476	25	
Hawaii.....	6,033	4,817	1,186	84	0	51	0	1,742	12	640	333	631	246	1,006	620	1,880	5,805	12	38	3	1	1,588	19	
Idaho.....	32,329	24,431	7,898	10,459	782	60	135	4	6,947	12	640	333	631	246	1,006	620	1,880	5,805	12	38	3	1	1,588	19
Illinois.....	138,968	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	69,443	
Indiana.....	87,969	41,161	46,828	2,995	69	43	8	7,447	39	5,787	2,772	2,610	1,341	5,874	4,596	7,959	10,662	816	355	1,511	106	1,758	631	
Iowa.....	90,383	61,020	29,363	6,983	457	157	17	4,747	39	5,787	2,772	2,610	1,341	5,874	4,596	7,959	10,662	816	355	1,511	106	1,758	631	
Kansas.....	33,874	23,119	10,755	1,805	12	271	3	10,877	7	1,411	1,600	1,308	647	381	1,697	2,206	7,279	6,349	44	77	238	23	344	130
Kentucky.....	43,256	22,880	10,375	1,637	4	1,563	13	13,396	14	1,411	5,940	1,542	1,311	1,874	1,079	4,342	4,486	152	44	783	48	62	5	
Louisiana.....	24,036	41,147	22,889	4,176	373	89	14	17,963	25	4,903	3,558	1,501	686	2,406	2,723	6,349	4,414	27	238	23	344	130		
Maine.....	43,484	16,450	8,034	2,176	50	8	0	5,538	3	2,599	2,881	4,061	230	923	755	1,402	4,083	15	312	3	618	48		
Maryland.....	35,228	16,315	8,281	1,332	16	0	12,270	3	3,012	4,537	947	731	1,149	2,149	2,086	2,372	8,805	992	143	304	19	320	29	
Massachusetts.....	130,543	55,228	27,526	1,675	342	47	10	20,038	54	2,673	1,569	1,569	1,106	1,569	1,569	1,569	1,569	1,569	1,569	1,569	1,569	1,569	1,569	
Michigan.....	73,940	46,414	27,526	1,675	342	47	10	20,038	54	2,673	1,569	1,569	1,106	1,569	1,569	1,569	1,569	1,569	1,569	1,569	1,569	1,569	1,569	
Minnesota.....	64,189	51,714	9,475	6,832	2,025	100	446	7,157,944	64	5,974	5,412	6,222	1,762	4,431	3,881	5,107	15,984	290	55	1,031	131	188	20	
Mississippi.....	80,668	50,743	29,925	9,218	2,018	446	297	6,115,513	5	283	55	170	123	552	1,492	3,395	156	443	2,674	373	92	281	14	
Montana.....	21,277	18,353	2,924	3,034	30	33	1	22,281	17	267	34	296	123	569	383	1,421	2,639	656	16	555	9	62	17	
Nebraska.....	38,827	31,064	7,763	1,784	3	1,801	28	2,802	7	267	34	296	123	569	383	1,421	2,639	656	16	555	9	62	17	
Nevada.....	16,529	5,422	1,000	146	1	1,801	28	2,802	7	267	34	296	123	569	383	1,421	2,639	656	16	555	9	62	17	
New Hampshire.....	12,831	9,429	3,402	1,000	146	1	1,801	28	2,802	7	267	34	296	123	569	383	1,421	2,639	656	16	555	9	62	17
New Jersey.....	25,229	19,570	5,659	5,420	20	1	1	3,587	1	4,559	1,382	205	107	923	339	438	1,283	3,496	2,431	80	201	7	900	65
New Mexico.....	106,462	40,064	66,398	1,647	119	76	4	7,414	42	14,316	19,007	2,504	1,179	4,903	5,144	7,219	40,412	649	85	775	62	561	184	
New York.....	28,687	21,283	5,419	12,487	1,625	278	4	4,208	215	5,525	3,245	1,339	451	314	975	3,149	534	534	534	534	534	534	534	
North Carolina.....	247,277	131,241	116,036	6,222	332	76	15	35,066	218	21,385	23,365	7,225	1,940	9,993	15,691	20,596	63,585	1,586	406	9,878	310	14,716	173	
North Dakota.....	135,314	50,300	68,014	3,205	215	5	5,511	17	17,727	18,717	817	323	1,156	437	1,706	7,346	108	130	799	130	799	130		
Ohio.....	38,738	33,584	19,144	16,381	54	65	6	5,751	10	7,027	8,392	5,655	3,011	9,327	16,403	48,515	553	229	1,992	130	692	89		
Oklahoma.....	138,314	80,300	68,014	6,630	233	247	2	21,854	87	17,727	18,717	817	323	1,156	437	1,706	7,346	108	130	799	130	692	89	
Oregon.....	40,477	40,145	23,332	13,154	3,058	127	13	15,087	7	1,624	1,348	1,212	3,641	2,216	7,326	16,403	35,515	553	229	1,992	130	692	89	
Pennsylvania.....	70,167	18,889	19,344	1,205	433	0	17,578	9	8,468	3,283	1,258	611	1,469	1,565	2,587	5,091	4,702	63	140	63	140	63		
Rhode Island.....	124,267	68,072	65,195	1,658	82	2,309	7	25,972	53	14,468	11,629	3,446	1,572	5,814	8,982	5,832	32,820	1,149	244	1,316	103	6,047	128	
Rhode Island.....	12,025	6,265	5,760	1	47	0	2	2,586	10	1,593	2,334	186	200	518	546	6,037	2,500	71	28	134	12	488	126	
South Carolina.....	37,373	31,268	6,115	714	357	29	0	21,268	6	2,655	919	402	142	2,015	974	3,034	3,601	180	29	100	9	973	78	
South Dakota.....	14,120	9,904	4,216	871	7	3	21,268	6	2,655	919	402	142	2,015	974	3,034	3,601	180	29	100	9	973	78		
Tennessee.....	41,120	37,351	7,763	1,784	3	1,801	28	2,802	7	267	34	296	123	569	383	1,421	2,639	656	16	555	9	62	17	
Texas.....	380,896	245,017	115,879	4,304	5,025	0	16,192	12	2,608	3,479	1,411	658	2,753	2,193	2,753	2,193	2,753	2,193	2,753	2,193	2,753	2,193	2,753	
Utah.....	69,623	12,891	6,682	3,184	771	52	0	4,007	5	4,306	2,443	228	92	386	415	1,088	3,106	415	3	121	5	36	9	
Vermont.....	14,033	10,116	3,917	1,709	31	39	0	3,148	25	7,572	4,673	990	340	4,400	6,065	4,587	10,566	1,154	48	656	31	138	44	
Virginia.....	74,212	51,785	22,426	485	33	107	0	4,648	25	7,572	4,673	990	340	4,400	6,065	4,587	10,566	1,154	48	656	31	138	44	
Washington.....	75,779	22,923	22,766	26,174	6,023	95	14	8,486	22	16,738	1,626	1,231	1,465	1,313	1,465	1,313	1,465	1,313	1,465	1,313	1,465	1,313	1,465	
West Virginia.....	41,370	25,629	15,741	4,603	86	49	1	19,892	25	0,608	4,089	1,394	1,411	1,411	1,411	1,411	1,411	1,411	1,411	1,411	1,411	1,411	1,411	
Wisconsin.....	85,713	51,667	34,046	4,689	80	49	1	19,892	25	0,608	4,089	1,394	1,411	1,411	1,411	1,411	1,411	1,411	1,411	1,411	1,411	1,411	1,411	
Wyoming.....	12,325	10,433	1,892	1,497	12	76	2	6,279	7	139	19	201	81	328	186	5,819	1,529	258	43	635	9	148	4	

¹ Excludes supplementary placements, see table 21, p. 138; Industrial classifications differ from those in table 2, p. 82, listed on p. 149.

² Excludes 273 placements with industry unspecified. See also footnotes 3 and 4.

³ Employment service not in complete operation during January and February, private placement agency largely suspended.

⁴ Agency suspended operations July 28-Sept. 26.

the States, placements in manufacturing were a comparatively small proportion of the total.

Applications and Active File

When a worker applies for a job at a public employment office, his qualifications and characteristics are recorded. If there is no previous record of him at the office he is classified as a new applicant; and as long as he maintains contact with the office and gives assurance of his readiness to accept employment, his application is kept in the active file. Data on applications and the active file

provide a source of information pertaining to the registered job seekers of the country—their number, location, aptitudes, age, sex, race, occupation, former industry, and relief status.

A combination of factors brought the number of applications received during 1939 to the highest total for any year in the history of the service (table 17). Although applications received during the first 7 months of the year were about 6 percent below the total for the same period of 1938, the large volume of applications in the fall raised the 1939 total to more than 15 million—3 percent above

Table 27.—*Employment service: Placements, applications, and active file, by States, 1938 and 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Complete placements						Total applications		Active file	
	Total		Private employment		Public employment		1938	1939	Dec. 31, 1938	Dec. 31, 1939
	1938	1939	1938	1939	1938	1939				
Total	¹ 2,701,178	² 3,476,889	¹ 1,885,409	² 2,676,300	815,769	² 800,589	¹ 14,597,798	² 15,094,851	¹ 7,215,973	² 7,466,146
Alabama.....	52,200	54,099	32,734	38,555	19,466	15,544	291,274	248,371	150,469	149,339
Alaska.....	3,618	4,908	1,126	1,861	2,492	3,047	5,767	9,849	1,626	2,706
Arizona.....	22,369	30,896	15,878	26,028	6,491	4,868	66,993	76,315	22,654	21,748
Arkansas.....	33,565	53,896	25,320	41,349	8,246	12,566	105,567	108,113	73,388	57,167
California.....	223,297	258,965	169,548	221,619	53,749	87,246	1,072,253	1,347,030	319,732	534,375
Colorado.....	45,419	54,087	34,689	45,075	10,730	9,012	141,289	195,201	46,851	64,611
Connecticut.....	35,015	53,762	28,117	42,455	6,898	11,307	253,560	213,812	110,543	81,230
Delaware.....	13,506	18,164	9,887	14,149	3,619	4,015	34,884	46,547	14,134	11,535
District of Columbia.....	27,969	40,644	25,681	36,081	2,288	4,563	119,285	112,561	55,022	34,170
Florida.....	¹ 15,470	¹ 37,503	¹ 132	¹ 21,975	15,438	15,528	¹ 179,842	¹ 169,120	¹ 108,943	¹ 80,907
Georgia.....	62,078	90,222	24,347	55,888	37,731	34,334	233,496	304,625	132,972	187,783
Hawaii.....	7,096	6,033	1,471	3,019	5,625	3,014	12,208	13,145	6,056	9,651
Idaho.....	25,318	32,331	17,376	24,115	7,942	8,216	90,262	72,622	22,608	16,722
Illinois.....	148,374	138,968	127,217	135,270	21,157	3,698	527,421	517,745	305,259	181,658
Indiana.....	57,819	87,989	52,973	83,683	4,846	4,306	473,657	451,040	221,127	195,998
Iowa.....	75,959	90,383	44,745	61,087	31,214	29,206	212,622	212,309	100,962	91,991
Kansas.....	30,628	33,874	12,228	24,459	18,400	9,415	123,423	169,752	66,524	37,199
Kentucky.....	24,730	33,256	10,306	20,301	14,424	12,955	162,296	235,014	98,034	76,853
Louisiana.....	41,803	64,036	30,776	51,873	11,027	12,163	235,471	254,435	120,210	106,424
Maine.....	18,686	24,487	10,405	16,467	8,281	8,020	142,197	113,091	51,298	33,987
Maryland.....	31,358	43,480	21,134	31,534	10,224	11,946	235,183	238,448	70,959	59,441
Massachusetts.....	24,963	40,965	19,030	28,741	5,933	12,224	359,728	356,265	324,368	180,168
Michigan.....	64,651	130,543	43,305	101,634	21,346	28,909	842,265	666,559	413,552	204,003
Minnesota.....	60,628	73,942	46,084	54,587	14,544	19,355	282,124	288,822	203,882	124,816
Mississippi.....	53,843	64,159	14,975	23,875	38,868	40,314	255,443	255,221	85,293	84,790
Missouri.....	42,341	80,674	30,461	66,985	11,880	13,689	281,543	435,925	187,691	158,546
Montana.....	24,667	21,279	12,610	9,767	12,057	11,512	63,537	54,211	33,180	28,620
Nebraska.....	35,604	38,527	13,946	16,609	21,658	22,218	100,316	110,799	42,216	47,894
Nevada.....	10,314	12,831	6,435	9,822	3,879	3,009	22,021	31,228	3,973	6,591
New Hampshire.....	17,508	25,229	13,888	18,617	3,620	6,612	97,403	80,068	35,052	21,706
New Jersey.....	41,910	106,463	38,464	99,578	3,446	6,885	329,080	593,089	234,126	276,246
New Mexico.....	36,609	26,688	31,192	21,311	5,417	5,377	59,829	60,317	37,226	35,397
New York.....	165,223	247,286	129,916	202,124	35,307	45,162	2,023,415	1,830,569	580,357	565,758
North Carolina.....	89,681	107,634	57,049	63,431	32,632	44,203	373,205	311,801	155,142	87,973
North Dakota.....	35,175	36,738	29,153	31,290	6,022	5,448	65,595	66,070	28,483	23,576
Ohio.....	98,695	148,314	72,182	128,932	26,513	19,382	645,206	845,856	448,436	250,954
Oklahoma.....	43,698	60,477	32,431	46,169	11,267	14,308	169,507	266,158	58,744	87,153
Oregon.....	44,756	70,167	28,482	50,460	16,274	19,707	170,847	161,035	85,827	42,071
Pennsylvania.....	112,175	124,310	71,536	94,269	40,639	30,041	1,171,939	1,270,220	1,027,812	413,459
Rhode Island.....	10,572	12,025	8,093	9,047	2,479	2,978	91,516	96,305	69,135	37,531
South Carolina.....	28,061	37,373	8,636	15,900	19,425	21,473	154,305	128,861	131,900	104,579
South Dakota.....	17,996	³ 14,121	8,765	³ 8,718	9,231	³ 5,403	43,949	³ 37,948	35,663	30,998
Tennessee.....	46,113	61,106	27,205	46,577	18,908	14,529	167,459	167,263	145,618	134,731
Texas.....	378,266	360,697	309,629	295,875	68,637	65,022	834,638	654,692	222,536	301,004
Utah.....	14,700	19,523	9,678	15,004	5,082	4,519	76,380	112,897	18,898	23,437
Vermont.....	10,446	14,033	6,692	9,069	3,754	4,881	45,964	36,914	16,657	15,540
Virginia.....	59,155	74,212	30,678	44,332	28,457	29,890	272,149	297,309	50,372	52,520
Washington.....	33,281	75,229	16,137	66,627	7,144	9,102	171,367	228,603	135,195	114,051
West Virginia.....	33,799	41,570	19,815	29,591	13,984	11,779	303,965	251,935	158,454	74,733
Wisconsin.....	67,239	85,736	47,349	63,801	19,890	21,935	446,751	341,529	137,509	168,713
Wyoming.....	12,792	12,325	5,603	6,724	7,189	5,601	38,485	42,847	9,305	9,013

¹ Florida employment service not in complete operation during 1938 and January and February 1939; private placement activity largely suspended.

² See footnotes 1 and 3.

³ South Dakota agency suspended operations July 28-Sept. 26.

Table 28.—*Employment service: All placements of men and women, by age and race, 1938 and 1939¹*

Age (years)	Total			Men			Women		
	Total	White	Other	Total	White	Other	Total	White	Other
1938									
Total.....	2,701,178	2,113,988	587,190	1,845,417	1,448,421	396,996	855,761	665,567	190,194
20 and under.....	398,202	330,687	67,535	208,323	167,361	40,962	189,879	163,306	26,573
21-24.....	456,870	364,724	92,146	306,906	243,902	63,004	149,964	120,822	29,142
25-34.....	793,099	595,336	197,763	573,466	439,047	134,419	219,683	150,289	69,394
35-44.....	556,727	421,174	135,553	388,548	299,880	88,668	168,179	121,294	46,885
45-54.....	345,654	278,583	67,071	251,107	202,572	48,535	94,547	76,011	18,536
55-64.....	127,630	105,733	21,897	97,629	80,671	16,958	30,001	25,062	4,939
65 and over.....	21,969	17,108	4,861	18,603	14,417	4,186	3,366	2,691	675
Unknown.....	1,027	663	364	835	571	264	192	92	100
1939									
Total.....	3,476,889	2,765,844	711,045	2,225,665	1,783,663	442,002	1,251,224	982,181	269,043
20 and under.....	556,631	478,206	78,425	273,657	231,538	42,119	282,974	246,668	36,306
21-24.....	605,455	493,698	111,757	379,468	310,363	69,105	225,887	183,355	42,532
25-34.....	1,014,958	769,594	245,364	688,636	534,268	154,368	326,822	235,326	91,496
35-44.....	686,870	521,495	165,375	460,771	350,280	110,491	236,059	171,215	64,844
45-54.....	426,017	345,929	80,088	293,446	240,058	53,388	132,571	105,871	26,700
55-64.....	161,310	136,212	25,098	119,042	100,536	18,506	42,268	35,676	6,592
65 and over.....	24,628	19,997	4,631	19,918	16,105	3,813	4,710	3,892	818
Unknown.....	1,020	713	307	727	515	212	293	198	95

¹ Excludes supplementary placements shown in table 21, p. 133.

the 1938 total and slightly greater than the previous high mark of 1934.

The major factors contributing to the gain were the beginning of unemployment compensation payments in 20 States during the year, the action taken by WPA authorities in requiring certified workers to register at public employment offices, and registrations by workers such as farm hands,

cannery workers, construction workers, and others who are normally laid off in the late fall months.

Unemployment compensation laws require that all claimants for benefits be registered at public employment offices. During January claims for benefits were received for the first time in 18 States and in July the last 2 of the 51 jurisdictions in the unemployment compensation program began ben

Table 29.—*Employment service: Private placements of men and women, by occupation and race, 1938 and 1939*

Occupation	Total			Men			Women		
	Total	White	Other	Total	White	Other	Total	White	Other
1938									
Total.....	1,885,409	1,445,403	440,006	1,043,536	793,036	250,500	841,873	652,367	189,506
Professional and kindred workers.....	23,378	22,732	646	15,994	15,425	569	7,384	7,307	77
Salespersons.....	124,066	121,258	2,808	47,197	46,453	744	76,869	74,805	2,064
Clerical workers.....	78,012	77,315	697	24,238	23,997	241	53,774	53,318	456
Service workers.....	726,419	517,815	208,604	184,276	121,927	62,349	542,143	395,888	146,255
Craftsmen.....	137,827	129,741	8,086	120,411	113,236	7,175	17,416	16,505	911
Production workers.....	264,799	213,083	51,716	177,872	145,774	32,098	86,927	67,309	19,618
Physical labor workers.....	527,653	360,376	167,277	471,248	324,040	147,208	56,405	36,336	20,069
Unknown.....	3,255	3,083	172	2,300	2,184	116	955	899	56
1939									
Total.....	2,676,300	2,110,490	565,810	1,435,863	1,138,710	297,153	1,240,437	971,780	268,657
Professional and kindred workers.....	29,340	28,357	983	20,813	19,963	850	8,527	8,394	133
Salespersons.....	204,610	200,596	4,014	75,824	74,766	1,058	128,686	125,800	2,886
Clerical workers.....	126,811	125,944	867	41,127	40,672	455	85,684	85,272	412
Service workers.....	1,037,247	717,109	320,138	275,482	174,139	101,343	761,765	542,970	218,795
Craftsmen.....	209,272	199,636	9,636	183,336	175,032	8,304	25,936	24,584	1,352
Production workers.....	374,205	315,469	58,736	225,273	190,726	34,547	148,932	124,743	24,189
Physical labor workers.....	691,456	520,126	171,330	611,411	460,945	150,466	80,045	59,181	20,864
Unknown.....	3,459	3,283	176	2,597	2,447	150	862	836	26

fit payments. In the 18 States with benefits first payable in January 1939, new applications in that month were more than double the total for December 1938. Outstanding in these increases are figures for New Jersey with 6,000 new applications in December and 39,000 in January and for Ohio with 18,000 new applications in December and 52,000 in January.⁸

During the fall of 1939 WPA authorities re-

quired that all certified workers on projects or awaiting assignment be actively registered at a public employment office. While many such workers had previously registered, in many cases the applications had lapsed into inactive status. During each of the last 5 months of 1939 total applications received at the employment offices exceeded those for the same 5 months of the previous year. It is likely that the WPA registrations were an important factor in this gain, particularly during September, October, and November. For the

¹ For data on new applications, see the *Social Security Bulletin*, February 1939, p. 40, and March 1939, p. 36.

Table 30.—*Employment service: All placements, by industrial groups and by States, 1938¹*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	Agriculture, forestry, and fishing	Mining	Building and construction	Manufacturing	Professional, commercial, and mechanical services	Distribution	Personal service, hotels, restaurants, and amusements	Governmental service	Transportation, communication, and public utilities	Work-relief projects
Total	32,700,793	293,053	15,333	789,513	352,714	120,988	206,306	742,081	47,753	44,341	97,711
Alabama	52,198	3,330	1,255	19,010	19,114	1,005	1,666	3,342	215	520	2,741
Alaska	3,618	93	108	277	165	82	70	444	112	67	2,200
Arizona	22,367	5,360	771	6,162	1,907	518	679	5,799	143	326	672
Arkansas	33,564	14,631	38	7,370	1,798	799	930	6,251	191	309	1,249
California	223,271	32,178	909	53,241	31,274	10,769	17,680	61,931	8,139	3,804	3,346
Colorado	45,416	17,062	260	10,995	1,291	1,552	2,223	10,609	493	461	470
Connecticut	35,014	1,411	3	6,488	8,495	1,390	2,889	11,841	1,705	458	426
Delaware	13,506	194	4	3,877	4,861	267	493	3,640	39	52	79
District of Columbia	27,969	32	1	1,814	3,291	1,678	2,032	20,201	1,339	229	314
Florida	15,466	2	0	9,340	2	0	1	0	589	1	5,540
Georgia	62,078	2,410	105	39,928	3,587	1,300	4,492	7,673	455	350	1,780
Hawaii	6,989	73	0	1,708	49	94	95	650	103	102	4,115
Idaho	28,316	8,463	75	7,045	679	583	1,191	5,285	1,419	289	287
Illinois	148,373	5,685	182	18,163	21,544	11,487	19,071	63,901	2,385	2,749	3,209
Indiana	67,819	1,046	69	5,520	10,562	3,184	9,104	26,751	339	884	360
Iowa	75,959	6,725	231	29,338	3,833	3,103	6,984	20,937	1,098	1,351	2,359
Kansas	30,628	1,269	159	17,001	805	851	970	6,838	388	451	1,871
Kentucky	24,729	185	34	10,973	1,057	1,584	5,934	77	108	478	4,179
Louisiana	41,800	7,994	75	13,453	2,036	1,108	3,007	12,613	217	677	620
Maine	18,629	983	29	5,112	3,871	330	550	3,590	205	196	461
Maryland	31,356	868	271	11,590	4,855	1,311	2,558	7,866	446	599	1,022
Massachusetts	24,961	1,154	12	5,862	4,983	1,429	2,662	7,075	835	566	674
Michigan	64,650	1,671	47	16,567	16,638	1,859	3,727	10,876	703	674	5,888
Minnesota	60,573	10,262	23	15,347	3,486	2,836	4,017	22,380	760	620	852
Mississippi	53,842	2,076	73	39,117	6,686	1,146	1,269	2,339	371	198	567
Missouri	42,335	1,148	81	12,416	3,901	3,168	3,894	16,484	139	489	615
Montana	24,667	4,995	268	11,909	526	553	1,101	2,657	390	354	1,914
Nebraska	35,604	2,328	63	21,677	545	1,378	1,551	6,634	516	434	478
Nevada	10,314	857	1,204	3,435	205	260	595	2,442	737	555	114
New Hampshire	17,506	3,225	34	3,050	4,897	400	667	3,639	268	521	806
New Jersey	41,908	643	22	3,643	6,121	1,591	2,955	25,919	444	296	274
New Mexico	36,605	26,487	140	5,390	97	273	2,647	380	735	110	607
New York	165,223	4,689	72	27,197	25,971	13,422	17,995	55,630	1,798	7,715	10,734
North Carolina	89,681	4,499	30	29,510	12,802	1,810	7,556	26,639	544	434	6,857
North Dakota	35,175	15,694	16	5,856	1,736	1,596	1,361	7,887	315	678	336
Ohio	98,695	2,475	115	23,823	8,352	5,262	6,881	45,521	1,322	974	3,770
Oklahoma	43,694	15,376	23	10,995	1,629	1,007	1,514	11,735	172	255	988
Oregon	44,749	8,003	229	14,041	10,335	1,577	5,419	3,133	473	579	579
Pennsylvania	112,110	1,060	2,869	30,751	24,696	3,718	8,462	25,915	3,040	1,564	10,035
Rhode Island	10,508	84	0	1,317	3,214	366	983	2,690	239	135	1,540
South Carolina	28,061	1,099	0	18,920	917	518	1,437	3,695	227	255	1,190
South Dakota	17,996	1,436	49	8,629	759	633	1,153	3,889	735	300	413
Tennessee	46,110	1,787	229	19,620	5,114	1,409	2,928	13,539	470	588	426
Texas	378,266	54,978	1,936	91,628	58,311	27,047	38,423	90,957	2,827	9,008	2,851
Utah	14,760	3,300	63	3,962	2,370	1,186	859	1,830	1,457	495	308
Vermont	10,446	344	0	4,244	430	282	593	3,663	75	197	18
Virginia	10,446	559	265	30,387	13,069	1,227	2,151	9,502	723	464	686
Washington	59,133	5,212	25	6,433	1,791	1,076	1,455	5,735	936	243	373
West Virginia	23,281	4,460	2,767	12,938	2,490	1,089	2,665	8,989	334	366	1,699
Wisconsin	67,226	4,854	44	14,704	8,515	2,279	6,473	22,603	3,498	853	3,408
Wyoming	12,792	1,604	65	5,534	106	209	419	2,830	277	709	1,539

¹ Excludes supplementary placements; industrial classifications differ from those in table 2, p. 82, listed on p. 149.

² Does not include 355 placements with industry unspecified. See also footnote 3.

³ Employment service not in complete operation during 1938; private placement activity largely suspended.

entire period the increase in renewed applications was much larger than the gain in the number of new applications; in fact, new applications declined in the last 3 months of the year.

Nearly 6.4 million applications received in 1939 were new. Although these new applications represented 42 percent of the total of more than 15 million for the year, the proportion was smaller than in 1938 when 55 percent of total applications were received from persons for whom the local office had no previous registration record.

New York, California, and Pennsylvania each received more than 1.2 million applications; registrations in these 3 States aggregated nearly 30 percent of the total in the United States in 1939. Fewest applications were received in February, with a total of 1,047,000; the high month of the year was November, when 1,415,000 applications were received—the highest monthly total since January 1938. Total applications in January 1939 were only slightly below the November peak; new applications in January were at the highest level of the year, reflecting the beginning of benefit operations in 18 States.

Despite the large number of applications in 1939, the number of persons registered as active job seekers at the end of each month declined without interruption from the January high of 7.4 million to 5.5 million at the end of October, the lowest level since December 1937 (table 16). Increases during the succeeding 2 months brought the total to 5.7 million registrants at the year end. The decline in the number of job seekers was much greater among men than among women. At the year end, registrations of men numbered 4,291,000, 25 percent less than the figure for December 1938; the active file of women numbered 1,455,000, only 5 percent less than the 1938 year-end total. January was the only month in 1939 in which the active file exceeded the total of 7.2 million active job seekers registered on December 31, 1938. The largest numbers of workers at the end of 1939 were registered with local offices in New York, California, Pennsylvania, Texas, New Jersey, and Ohio; each of these States had more than a quarter million workers registered as active job seekers; Michigan, Indiana, Georgia, Illinois, and Massachusetts had active files of

more than 180,000. The combined total active file on December 31, 1939, for the 10 leading States comprised 54 percent of the total for the entire country.

Contrary to the general trend, 13 States reported increases in December 1939 over December 1938 in the total number of active registrations for work. In California the active file of 534,000 at the close of the year was 67 percent higher than at the close of 1938. Expansion approximating 60 percent or more were reported by Alaska, Nevada, and Hawaii; active file total increased more than 40 percent in Oklahoma and Georgia; more than 35 percent in Colorado and Texas; more than 20 percent in Utah and Wisconsin; 18 percent in New Jersey; 13 percent in Nebraska; and slightly less than 5 percent in Virginia.

Among the States in which the number of active job seekers declined, Pennsylvania with a decrease of 60 percent, West Virginia with a decline of 53 percent, and Oregon with a drop of 51 percent, were outstanding. The marked decline in the Pennsylvania active file was due in part to changes in administrative procedures as a result of which the cards of inactive registrants were removed promptly from the active file when applicants failed to maintain contact with the employment offices. Such procedures undoubtedly contributed to the decline in many other States. In Michigan, the 368,000 active job seekers registered in April, the 1939 peak, had declined to 209,000 at the end of the year, a drop of nearly one-half from the total at the end of the previous December. Data for 6 other States—Rhode Island, Massachusetts, Kansas, Ohio, North Carolina, and Illinois—indicate decreases of 40–50 percent; and 5 additional jurisdictions—Minnesota, the District of Columbia, New Hampshire, Maine, and Idaho—reported declines in excess of 30 percent.

A forthcoming analysis will indicate the distribution of registrants in the active file on March 31, 1940, by age, sex, industry, occupation, race, and relief status. The report, similar in scope to the surveys of employment service information issued in 1937, 1938, and 1939 (see Bibliographic Notes, p. 246), will include comparisons with data on all gainful workers enumerated in the 1940 census.

Definitions

Unemployment Compensation Terms

Agent State.—Any State in which a worker claims benefits against another (liable) State through the facilities of the State employment security agency.

Base period.—A period of time prior to the benefit year (or a period similar to the benefit year) during which a claimant must have earned a specified minimum amount of wages in covered employment or had a specified minimum number of weeks of covered employment in order to qualify for benefits. Wages earned during this period are used in determining a claimant's benefit amount and, in States with individual duration, the maximum benefits payable.

Extensible base period: A base period which ends with the last day of the next to the last completed calendar quarter immediately preceding any week with respect to which benefits are payable. One calendar quarter is added to this type of base period with the beginning of each new calendar quarter during the claimant's benefit year.

Fixed base period: A base period which remains fixed for the duration of a claimant's benefit year, as opposed to extensible base period.

Individual base period: A base period which for individual claimants varies as to starting date.

Uniform base period: A base period which starts on the same calendar date for all claimants.

Beneficiary.—A claimant who has received or is receiving unemployment benefits.

Benefit amount (or rate).—The full amount of benefits which a worker is entitled to receive for one benefit period of total unemployment.

Maximum benefit rate: The maximum amount payable for one benefit period of total unemployment as provided by the State unemployment compensation law.

Minimum benefit rate: The minimum amount payable for one benefit period of total unemployment as provided by the State unemployment compensation law.

Benefit duration.—Benefit duration is expressed in terms of full weeks of benefits. In States with a 1-week benefit period, a claimant is considered to be eligible for or to have received 1 full week of benefits when he is eligible for or has received an amount equal to his benefit amount for total unemployment. In States with a 2-week benefit period, a claimant is considered to be eligible for or to have received 2 full weeks of benefits when he is eligible for or has received an amount equal to his benefit amount for total unemployment.

Actual duration: The number of full weeks of benefits received by a claimant.

Potential duration: The number of full weeks of benefits for which a claimant has been determined to be eligible.

Benefit formula.—The mathematical combination of factors in the claimant's past employment or earnings record which has been specified in the State unemployment compensation law as the basis for computing the claimant's benefit rate and the maximum benefits payable.

Benefit payment account.—See *Unemployment fund*.

Benefit period.—The smallest unit of time (usually a week) with respect to which benefits for total, part-total, or partial unemployment may be payable.

Benefit year.—A period of 52 consecutive weeks (or of approximately 52 consecutive weeks) to which the limitation on maximum duration of benefits is applicable.

Individual benefit year: A benefit year which for individual claimants varies as to starting date. Various State unemployment compensation laws include one of the following provisions with respect to the starting date of individual benefit years: (1) the first day of an individual's first compensable week, (2) the first day of the first week with respect to which an individual files his first valid claim, and (3) the first day of the quarter in which an individual files his first valid claim.

Uniform benefit year: A benefit year which starts on the same calendar date for all claimants. In States which have a uniform benefit year, the benefit year for all claimants consists of the period from April 1 to March 31, or some other specified 12-month period.

Benefits.—Amounts paid or payable to an eligible claimant with respect to his unemployment.

Claim.—An application for unemployment compensation.

Additional claim: An application for determination of eligibility for benefits which certifies to the beginning date of a period of unemployment, the first benefit period of which would fall within a benefit year with respect to which benefit amount and duration have previously been computed.

Allowed claim: A claim which has met all the conditions of eligibility for payment of benefits which are subject to determination by the initial authority in the central office of the State employment security agency.

Appealed claim: A request for a review by the lower appeals authority of a State employment security agency's decision on a claim for benefits, or a request for a review by the higher appeals authority of a decision made by the lower appeals authority.

Compensable claim: An application for benefits which certifies to the completion of a benefit period.

Continued claim (a waiting-period or compensable claim): An application for waiting-period credits or benefits which certifies to the completion of a waiting-period week or a benefit period.

Disallowed claim: A claim which has not met all the conditions of eligibility for payment of benefits which are subject to determination by the initial authority in the central office of the State employment security agency.

Filed claim: A claim which has been received by the State employment security agency.

Initial claim (a new or additional claim): An application for a determination of eligibility for benefits which certifies to the beginning date of a period of unemployment.

Interstate claim: See *Multistate claim*.

Multistate claim (or *Interstate claim*): A claim filed in one State (agent State) by a worker who has earned wages in one or more other States (liable States).

New claim: An application for the determination (other than a lag-quarter redetermination) of eligibility for benefits and benefit amount and duration, which certifies to the beginning date of a period of unemployment.

Out-of-State claim: See *Multistate claim*.

Pending claim: A claim which has been received by the State employment security agency and on which action has not been completed as of a given date.

Valid claim: A claim on which a determination has been made that the claimant has met the qualifying wage or employment requirements of a State unemployment compensation law.

Waiting-period claim: An application for a waiting-period credit which certifies to the completion of a waiting-period week.

Claimant.—An individual who has filed a claim for benefits.

Clearing account.—See *Unemployment fund*.

Compensable week.—A week of unemployment with respect to which benefits have been paid or are payable.

Contributions.—See *Employee contributions* and *Employer contributions*.

Covered employment.—The types of services for which contributions with respect to wages are required under a State unemployment compensation law.

Covered worker.—An individual who has earned wages in covered employment.

Credit offset.—See *Tax offset*.

Determination.—Defined under *Initial determination* and *First determination*.

Initial determination: The decision made by the initial authority of a State employment security agency with respect to a new claim. The determination includes a decision as to whether the claim is valid, the weekly benefit amount, and the maximum benefits payable. If the claim is disallowed, the determination states the reason for the disallowance.

First determination: The first initial determination made with respect to a new claim. This term is used in contrast with second or subsequent determinations made

with respect to new claims reopened for reconsideration by the initial authority.

Disqualification provisions.—The provisions of State unemployment compensation laws setting forth the conditions which make a claimant ineligible for benefits for a period of time specified in the State unemployment compensation law or determined by the State employment security agency. These conditions include voluntary leaving, discharge for misconduct, participation in a labor dispute, refusal to apply for or accept suitable work etc.

Employee contributions.—Payments to the State unemployment fund by employers on behalf of their employees of amounts which, under the State unemployment compensation law, are required with respect to the wages of employees and which are deductible from wages.

Employer contributions.—Payments to the State unemployment fund by employers of amounts which, under the State unemployment compensation law, are required with respect to the wages of employees but which are not deductible from wages.

Excluded employment.—See *Noncovered employment*.

Experience rating.—A method for determining the contribution rates of an individual employer (or group of employers) on the basis of the factors specified in the State unemployment compensation law for measuring employers' experience with respect to unemployment or unemployment risk.

Federal unemployment tax.—The excise tax of 3 percent imposed on an employer of 8 or more workers with respect to wages paid to workers in his employ.

Federal Unemployment Tax Act.—Chapter 9, subchapter C, of the Internal Revenue Code, which relates to the Federal unemployment tax, formerly title IX of the Social Security Act.

Irregular payments.—A benefit payment which is not a full payment for a single benefit period of total, part-total, or partial unemployment. Irregular payments may include the following types: Final payments for total, part-total, or partial unemployment for less than the amount that would have been paid if a sufficient balance remained in the claimant's account; payments reduced below the amount otherwise paid by income from wages in lieu of notice, old-age benefits, railroad unemployment benefits, or another type of benefits; payments issued for the sole purpose of supplementing previous underpayments; payments increased or reduced by an adjustment for underpayment or overpayment in previous weeks; and payments which cover more than one benefit period of unemployment.

Lag-quarter redetermination.—A recomputation of benefit duration and/or amount during a benefit year on the basis of wage credits earned during one or more quarters which have become available for benefits since the beginning of the benefit year.

Liable State.—Any State against which a worker claims benefits through the facilities of the employment security agency of another (agent) State.

Merit rating.—See *Experience rating*.

Noncovered employment.—Services which are excepted from the definition of "covered employment" or "employment" as defined in the State unemployment compensation law.

Pooled fund.—A State unemployment fund in which all contributions paid by subject employers are mingled and undivided and from which benefits are payable to eligible claimants.

Qualifying wages.—The amount of wages a worker must have earned in covered employment within a specified period in order to be eligible for benefits.

Reserve account.—An account maintained in a State unemployment fund with respect to a subject employer (or group of employers) to which are credited contributions paid by such employer (or group of employers) and from which are payable only those benefits which are based on services performed for such employer (or group of employers).

Size-of-firm provision.—The provision in the State unemployment compensation law which specifies the number of workers an employing unit must have in its employ in order to be subject to the provisions of that law.

Subject employer.—An employing unit (or group of units) which is subject to the State unemployment compensation law and which for the purpose of determining liability is considered to be one legal entity.

Suitable work.—Any work which is determined by the State employment security agency to be suitable for a claimant and which he may not refuse without loss, diminution, or postponement of benefits.

Taxable wages.—Wages which are paid by an employer to covered workers and which are subject to contributions under the State unemployment compensation law.

Tax offset.—The credit allowed an employer against the Federal unemployment tax for the amount of contributions paid by such employer into a State unemployment fund, plus any credit allowed on the basis of the fact that such employer has been granted a reduced contribution rate under the experience rating provisions of a State unemployment compensation law. The total of such credits may not exceed 90 percent of the Federal unemployment tax.

Unemployment.—Defined under *Partial unemployment period*, *Part-total unemployment period*, and *Total unemployment period*.

Partial unemployment period: A period during which an individual is engaged in continuing employment but during which his hours of employment and/or amount of earnings are so reduced below his usual hours and/or earnings that he is eligible for benefits (or waiting-period credits).

Part-total unemployment period: A period of otherwise total unemployment during which an individual has earnings from odd jobs and/or subsidiary work in excess of the amount specified by the State unemployment compensation law as the amount to be considered as wages for the purpose of determining benefit rights.

Total unemployment period: A period during which an individual performs no work, or has odd jobs and/or

subsidiary work with earnings less than the amount specified by the State unemployment compensation law as the amount to be considered as wages for the purpose of determining benefit rights.

Unemployment fund.—A fund established under a State unemployment compensation law for the payment of benefits.

Benefit payment account: An account maintained by a State agency within its unemployment fund in which are deposited amounts transferred from the unemployment trust fund in the United States Treasury, and from which benefits are paid.

Clearing account: An account maintained by a State agency within its unemployment fund in which are deposited amounts collected from employers, and from which are paid refunds to employers, and amounts transferred to the unemployment trust fund in the United States Treasury.

Unemployment trust fund account: An account maintained by a State agency within its unemployment fund in which are recorded amounts transferred to and from the unemployment trust fund in the United States Treasury, and the amount of interest earned on the trust fund.

Unemployment trust fund.—Fund established in the Treasury of the United States which contains all moneys deposited with the Treasury by State employment security agencies to the credit of their unemployment fund accounts, and all moneys to the credit of the railroad unemployment insurance account.

Wage credits.—That portion of the wages earned by a worker in covered employment which is used in determining his benefit rights.

Waiting period.—A period or periods of unemployment preceding or within a claimant's benefit year during which he may not draw benefits and during which he must meet certain requirements essential to the establishment of his eligibility for benefits during later weeks of unemployment.

Weekly wage, full-time.—The amount of remuneration earned by an individual employed throughout a full-time week, or the amount he would have earned had he been employed throughout a full-time week.

Employment Service Terms

Application.—The basic employment office record for an applicant containing data pertinent to selection for and referral to job openings.

Active file (placement activities).—A file containing the applications of all persons who are currently considered by the employment office as available for referral to job openings.

Placement.—A verified acceptance by an employer of a person for a job as a direct result of employment office activities. In general usage, placement means complete placement.

Complete placement: A placement in connection with which an employment office has completed all the following five steps: (1) Preparation of an application for the person placed, prior to final selection; (2) receipt of an

order, prior to referral; (3) selection of the person to be referred without designation by the employer of any particular individual or individuals; (4) referral; and (5) verification from a reliable source, preferably the employer, that a person referred has been accepted by the employer.

Private placement: A complete placement made with a nongovernmental employer, except that a placement with a contractor or subcontractor for work at the site of a construction project financed and controlled directly by a governmental unit is classified as public.

Public placement: A complete placement with a governmental unit (local, State, or Federal), or with an enterprise for which a governmental unit assumed substantially the responsibilities of proprietorship, or with a contractor or subcontractor for work at site on a construction project financed and controlled directly by a governmental unit.

Supplementary placement: A verified placement made without all of the steps necessary for complete placement.

Registrant.—A person for whom an employment office has an application.

Industrial Classification Code

1937 Edition ¹

10-14. MINING AND QUARRYING

- 10.—Metalliferous mining
- 11.—Anthracite mining
- 12.—Bituminous coal mining
- 13.—Crude petroleum and natural gas production
- 14.—Nonmetallic mining and quarrying

15-17. CONTRACT CONSTRUCTION

- 15.—General contractors—building construction
- 16.—General contractors, other than building construction
- 17.—Special trade contractors (subcontractors)

20-39. MANUFACTURING

- 20.—Food manufacturing
- 21.—Tobacco manufacturing
- 22.—Textile mill products
- 23.—Apparel and other finished articles made from fabrics
- 24.—Basic lumber industries
- 25.—Finished lumber products
- 26.—Paper and allied products
- 27.—Printing, publishing and allied industries
- 28.—Chemicals
- 29.—Products of petroleum and coal
- 30.—Rubber products
- 31.—Leather and its manufactures
- 32.—Stone, clay and glass products
- 33.—Iron and steel and their products
- 35.—Nonferrous metals and their products
- 36.—Electrical machinery (including radios and refrigerators)
- 37.—Machinery other than electrical
- 38.—Automobiles, bodies and parts
- 39.—Miscellaneous manufacturing

40-49. TRANSPORTATION, COMMUNICATION, AND UTILITIES

- 40.—Interstate railroads
- 41.—Street, suburban and interurban railways (other than those in 40) and city and suburban bus lines
- 42.—Trucking and/or warehousing for hire
- 43.—Other transportation, except water transportation
- 44.—Water transportation
- 45.—Services allied to transportation, not elsewhere classified
- 46.—Communications: Telephone, telegraph, commercial radio and related services
- 48.—Utilities: Light, heat and power companies, electric and gas
- 49.—Other local utilities and local public services

50-57; 71; 75. WHOLESALE AND RETAIL TRADE

- 50.—Wholesale merchants
- 51.—Wholesale distributors other than wholesale merchants
- 52.—Wholesale and retail trade combined
- 53.—Retail general merchandise
- 54.—Retail food
- 55.—Retail automotive
- 56.—Retail apparel
- 57.—Retail trade not elsewhere classified
- 71.—Eating and drinking places
- 75.—Automobile repair services, garages and filling stations

60-66. FINANCE, INSURANCE, AND REAL ESTATE

- 60.—Bank and trust companies
- 61.—Investment banking and security speculation
- 62.—Finance agencies not elsewhere classified
- 63.—Insurance carriers
- 64.—Insurance agents and brokers
- 65.—Real estate dealers, agents and brokers
- 66.—Real estate, insurance, loans, law office; any combination

70; 72-74; 76-79; 86. SERVICE

- 70.—Hotels, furnished rooms, camps, and other lodging places
- 72.—Personal service
- 73.—Business service not elsewhere classified
- 74.—Employment agencies and commercial and trade schools
- 76.—Repair services and miscellaneous hand trades not elsewhere classified
- 77.—Agricultural and horticultural services and related services
- 78.—Amusement and recreation: Motion pictures
- 79.—Amusement and recreation and related services not elsewhere classified
- 86.—Membership organizations such as trade associations, trade unions, etc.

80-83. PROFESSIONAL SERVICES

- 80.—Medical and other health services
- 81.—Law offices and related services
- 82.—Educational institutions and agencies
- 83.—Other professional and social service agencies and institutions

67; 68; 85; 88. MISCELLANEOUS

- 67.—Administrative offices and holding companies
- 68.—Auxiliary units of manufacturing, trading and service companies
- 85.—Private business organizations not elsewhere classified
- 88.—Governmental agencies other than Federal

¹ See C-21, p. 257. 1937 edition used for data on unemployment compensation and old-age insurance presented in this volume. For revised classification in 1939 edition, see p. 150.

1939 Edition

00-09. AGRICULTURE, FORESTRY, AND FISHERY

- 00.—General farms
- 01.—Dairy farms
- 02.—Cash-grain farms
- 03.—Cotton farms
- 04.—Fruit and nut farms
- 05.—Livestock and poultry farms
- 06.—Truck farms, crop specialties, and miscellaneous agriculture
- 08.—Forestry
- 09.—Fishery

10-14. MINING

- 10.—Metal mining
- 11.—Anthracite mining
- 12.—Bituminous and other soft-coal mining
- 13.—Crude-petroleum and natural-gas production
- 14.—Nonmetallic mining and quarrying

15-17. CONSTRUCTION

- 15.—Building construction—general contractors
- 16.—General contractors, other than building
- 17.—Construction—special trade contractors

20-39. MANUFACTURING

- 20.—Food and kindred products
- 21.—Tobacco manufactures
- 22.—Textile-mill products
- 23.—Apparel and other finished products made from fabrics and similar materials
- 24.—Lumber and timber basic products
- 25.—Furniture and finished lumber products
- 26.—Paper and allied products
- 27.—Printing, publishing, and allied industries
- 28.—Chemicals and allied products
- 29.—Products of petroleum, coal, and natural gas
- 30.—Rubber products
- 31.—Leather and leather products
- 32.—Stone, clay, and glass products
- 33.—Iron and steel and their products
- 34.—Transportation equipment (except automobiles)
- 35.—Nonferrous metals and their products
- 36.—Electrical machinery
- 37.—Machinery (except electrical)
- 38.—Automobiles and automobile equipment
- 39.—Miscellaneous manufacturing industries

40-49. TRANSPORTATION, COMMUNICATION, AND OTHER PUBLIC UTILITIES

- 40.—Interstate railroads
- 41.—Street, suburban, and interurban railways (other than those in 40) and city and suburban bus lines
- 42.—Trucking and/or warehousing for hire
- 43.—Other transportation, except water transportation
- 44.—Water transportation
- 45.—Services allied to transportation, not elsewhere classified

- 46.—Communication: Telephone, telegraph, and related services
- 48.—Utilities: Electric and gas
- 49.—Local utilities and local public services, not elsewhere classified

50-57. WHOLESALE AND RETAIL TRADE

- 50.—Full-service and limited-function wholesalers
- 51.—Wholesale distributors, other than full-service and limited-function wholesalers
[General entries which apply to retail trade]
- 52.—Other wholesale and retail trade
- 53.—Retail general merchandise
- 54.—Retail food (includes liquor stores)
- 55.—Retail automotive
- 56.—Retail apparel and accessories
- 57.—Retail trade, not elsewhere classified

60-67. FINANCE, INSURANCE, AND REAL ESTATE

- 60.—Banks and trust companies
- 61.—Security dealers and investment banking
- 62.—Finance agencies, not elsewhere classified
- 63.—Insurance carriers
- 64.—Insurance agents and brokers
- 65.—Real estate dealers, agents, and brokers
- 66.—Real estate, insurance, loans, law offices; and combination
- 67.—Holding companies (except real estate holding companies)

70-83; 86; 90-94; 95. SERVICE INDUSTRIES

- 70.—Hotels, rooming houses, camps, and other lodging places
- 71.—Eating and drinking places
- 72.—Personal services
- 73.—Business services, not elsewhere classified
- 74.—Employment agencies and commercial and trade schools
- 75.—Filling stations, garages, and automobile repair services
- 76.—Miscellaneous repair services and hand trades
- 77.—Agricultural and similar service establishments
- 78.—Motion pictures
- 79.—Amusement and recreation and related services, not elsewhere classified
- 80.—Medical and other health services
- 81.—Law offices and related services
- 82.—Educational institutions and agencies
- 83.—Other professional and social-service agencies and institutions
- 86.—Nonprofit membership organizations
- 90.—Domestic service
- 94.—Regular Government agencies
- 95.—Government relief projects

85. ESTABLISHMENTS NOT ELSEWHERE CLASSIFIED

- 85.—Establishments not elsewhere classified

• V •

PUBLIC ASSISTANCE



Public Assistance Under the Social Security Act

FEDERAL RESPONSIBILITY for assistance to persons in need is by no means a new concept, but as an actual function it is of recent origin. Until 1930 in most States public assistance was considered to be primarily a responsibility of local governments supplemented in some instances by organized and volunteer private efforts. The economic depression which began a decade ago created widespread need with which local and State governments could not cope. The Reconstruction Finance Corporation was created in January 1932 to provide Federal loans for industry, agriculture, and commerce; when these loans proved inadequate to cope with the situation, the Emergency Relief and Reconstruction Act was approved in July of the same year to include in the Corporation's express purposes the relief of "destitution." Finally, under the Federal Emergency Relief Act of 1933 the Federal Government assumed responsibility for aid to needy individuals. This legislation, as the title implies, was envisaged as a method of meeting emergencies created by the depression.

A brief, intensive Federal program to provide employment was instituted at the end of 1933 and carried forward in the early months of 1934 under the Civil Works Administration, and Federal participation in general relief under the FERA was continued and later expanded. In the discussion antedating the passage of the Social Security Act in August 1935 and in that act itself, a sharper differentiation developed in Federal and other efforts to aid persons in distress. The public assistance titles of the act established on a permanent basis a means for Federal cooperation with the States in assistance to three special groups of persons in need—the aged, the blind, and children deprived of support or care by reason of the death, absence, or incapacity of a parent. The insurance titles of this act provided for Federal action or cooperation toward meeting economic risks of wage earners in old age and in relatively brief periods of unemployment. For other unemployed persons a comprehensive works program was developed under the Works Progress Administration, created by Executive Order in

May 1935, which coordinated, carried forward, and greatly expanded work projects which had been instituted under the FERA and other programs. With the termination of the FERA and the development of the Federal Works Program, Federal participation in general relief was discontinued and responsibility for this form of aid was returned to the States and localities. (For a graphic summary of public assistance payments and earnings of persons employed under Federal work programs, 1933-39, see chart 1, p. 167).

Special provision for particular groups of needy individuals was not without precedent. For many years prior to the depression, and even during the time when general relief was considered to be of purely local concern, there was a gradual development in the States of special programs for the aged, blind, and children on the apparent presumption that the needs of these groups were sufficiently distinguished from the needs of able-bodied adults to warrant separate provision. The number of these recipients of special types of assistance was small, and in other aspects also the early programs were inadequate. Even in States where there was statutory provision, administration and assistance were usually inadequately financed and inadequately supervised and reached only a small portion of the groups for which the programs were intended. In some States participation was not mandatory upon the counties, and they could choose not to provide assistance. State supervision existed only in the minority of States in which there was State financial participation, and not always then; when it was lacking, there was no guarantee that the assistance program was actually operating in the counties.

The Social Security Act authorizes grants of Federal funds in specified proportion to funds provided by the States and their political subdivisions to implement State plans for public assistance which have been approved by the Social Security Board as meeting the requirements of the Social Security Act. The effect of Federal-State cooperation has been far greater than merely the provision of additional funds. As a

foundation for assistance the Social Security Act expresses recognition and acceptance of Federal responsibility for the needs of certain groups of State residents, subject to recognition of those needs by the individual State governments. Further, it utilizes past experience to outline certain basic principles found essential for effective operation of an assistance program.

Thus in order to be approved for a grant of Federal funds under the public assistance provisions of the Social Security Act, it is required that a State plan be in operation in all political subdivisions of the State and that it provide for financial participation by the State and establish or designate a single agency within the State to administer or supervise administration. The plan also must assure an opportunity for fair hearing before the responsible State agency to an individual whose claim for assistance is denied; provide methods of administration found by the Social Security Board to be necessary for efficient operation; and provide for reports in such form and with such information as the Board may require. In addition, the act provides limitations on certain conditions of eligibility which the State may require of applicants for assistance.

The first concern of the State governments was to develop assistance plans which could receive Federal approval and which would permit State residents to benefit from the provisions of the act. From existing State emergency relief programs still struggling with a confused mass of poor-law tradition, public assistance agencies and plans began to emerge throughout the country. By the end of 1936, less than a year after funds became available, there were in operation 42 plans for old-age assistance, 27 plans for aid to dependent children, and 28 plans for aid to the blind, all of which fulfilled the requirements for Federal grants. By the end of 1939 each of the 48 States, the District of Columbia, Hawaii, and Alaska had approved plans for old-age assistance, and 42 jurisdictions¹ had approved programs for aid to the blind, and the same number had approved plans for aid to dependent children.

After initial approval of plans, State agencies shifted their emphasis to improvement and to the

development and refinement of administrative procedures. Consultative and advisory service provided by the Social Security Board were used frequently and constructively. In most State the original plan was revised at least once, while in every State there were amendments and additions. Public assistance to the needy aged, needy blind and dependent children, which had developed sporadically and unevenly prior to the Federal social security program, was rapidly accepted as a regular governmental function.

State and Local Organization

The first step in the operation of a State program was the establishment or designation of a State agency to administer or supervise administration of the assistance plan. In some States agencies with responsibilities in the field of public welfare had existed for many years, but in most instances these responsibilities were concerned largely with the management of institutions. Only a few established State agencies had experience in administering a State-wide assistance program. In many States, however, emergency relief administrations had been set up separate and apart from the designated department of public welfare, and although these were established on a temporary basis without thought of long-term needs, their experience and personnel were utilized extensively in the new programs for special groups.

The Social Security Act did not prescribe the specific form of organization, and States were free to develop along different lines. The State agency responsible for administration is usually designated as the department of public welfare although various other titles are in use. The predominant form of agency organization is a department headed by a State board or commission appointed by the governor, with an agency executive appointed either by the governor or by the State board. There are a few exceptions in which the governor and the State board together determine the executive. Only 5² of the 51 old-age assistance plans, 4² of the 42 plans for aid to the blind, and 4³ of the 42 plans for aid to dependent children approved before 1940 are administered by agencies headed by a single executive. Most boards possess some administrative as well as policy-forming responsibilities,

¹ The present summary does not include administrative and legislative changes subsequent to Dec. 31, 1939. Thus the summary figures omit a plan for aid to the blind in operation in Rhode Island which was approved Jan. 19, 1940, and for which Federal grants were made retroactive to July 1, 1939.

² Hawaii, Illinois, Minnesota, Ohio, and Tennessee.

³ Hawaii, Minnesota, Ohio, and Tennessee.

out a few advisory boards and a few purely administrative boards also exist.

On the local level the county is the usual unit of administration. Thirty-eight⁴ of the 51 old-age assistance plans, 34⁵ of the 42 plans for aid to the blind, and 34⁶ of the 42 plans for aid to dependent children provide this unit of local administration. Eight⁷ programs for old-age assistance are administered on the local level through district or sub-offices of the State agency, 3 (Massachusetts, Rhode Island, and Vermont) retain the township as the administrative area, and 2 (Delaware and the District of Columbia) have no separate local administrative units. Five⁸ programs for the blind and 6⁹ for dependent children operate through district offices, while 3 (District of Columbia, Massachusetts, and Vermont) in the former category and 2 (Delaware and the District of Columbia) in the latter have no separate local administration.

County organization also varies. The predominant form is a county department with a board appointed by the county governing authority, usually the county board of supervisors or commissioners, and an executive officer appointed by the county board. Among the exceptions are a few States where the governor or State department appoints or participates in the appointment of local boards and executives or where the county governing body itself acts as the welfare board.

Administrative Responsibilities

As States began to administer more than one of the public assistance programs, a tendency developed to center responsibility for all programs

in a single agency. Administration by a single department has been established in 33 States¹⁰ and also in Hawaii and the District of Columbia, all of which have 3 public assistance programs, and in 7 States¹¹ which have 2 programs. In 3 States (Massachusetts, North Carolina, and Virginia) aid to the blind is administered separately from old-age assistance and aid to dependent children; 1 State (Delaware) with programs for aged and children only administers them under different agencies; and 4 States¹² and Alaska have only the old-age assistance program.

States have found centralized administration desirable because it permits integration and coordination of services for the different programs with consequent economy and increased efficiency, and because it allows a more unified approach to the whole problem of assistance. The fact that two or more programs are administered within a single department, however, does not assure a completely integrated program. In five States¹³ where a single department administers all three categories, there is a separate division for each within the department. In three States (Ohio, Tennessee, and Utah) two divisions operate within a single department for the administration of the three programs. In such instances the degree of integration must depend not only upon cooperation and coordination within the central offices of the department but also upon the extent to which the field staff is unified to serve local units.

A tendency toward integration at the local level has also been evident. Local relief agencies were developed in almost every county during the early 1930's or following the passage of the Social Security Act, and usually these agencies have absorbed the public assistance activities.

A major and fundamental problem in the public assistance program has been to increase the effectiveness of local administration. Although the local unit was traditionally responsible for administering poor relief, the circumstances which surrounded such administration prior to the FERA program often were not such as would provide the

⁴ Alabama, Arizona, Arkansas, California, Colorado, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Louisiana, Maryland, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Jersey, New Mexico, New York, North Carolina, North Dakota, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Texas, Utah, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

⁵ Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Georgia, Hawaii, Idaho, Indiana, Iowa, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, New Jersey, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Ohio, Oklahoma, Oregon, South Carolina, South Dakota, Utah, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

⁶ Alabama, Arizona, Arkansas, California, Colorado, Georgia, Hawaii, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, New Jersey, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Ohio, Oklahoma, Oregon, South Carolina, South Dakota, Utah, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

⁷ Alaska, Connecticut, Florida, Kentucky, Maine, New Hampshire, Ohio, and Tennessee.

⁸ Florida, Maine, New Hampshire, New Mexico, and Tennessee.

⁹ Florida, New Hampshire, New Jersey, New Mexico, Tennessee, and Vermont.

¹⁰ Alabama, Arizona, Arkansas, California, Colorado, Florida, Georgia, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Michigan, Minnesota, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, Tennessee, Utah, Vermont, Washington, West Virginia, Wisconsin, and Wyoming.

¹¹ Connecticut, Iowa, Mississippi, Missouri, Pennsylvania, Rhode Island, and South Dakota.

¹² Illinois, Kentucky, Nevada, and Texas.

¹³ California, Maine, New Jersey, Vermont, and Washington.

precedents in organization or the background of experience necessary for the type of public assistance administration now considered desirable.

In some States where there was no strong tradition of local administration of assistance, primary responsibility was placed in the State department and operations were conducted through branches located for geographical convenience. Most approved plans, however, provided for administration by a local organization under the supervision of the State agency. In these plans clarification of the authority of the State department has sometimes been a problem. When local autonomy was traditional or State leadership was weak, supervision might be little more than nominal. State agencies and legislatures often found it expedient to move cautiously and tactfully in order to avoid conflict and to place progress on a solid foundation. The general trend, however, has been for an increase in the authority of the State agency. At the same time there has been some tendency to simplify administration by decentralizing certain administrative activities. At the beginning of the public assistance program a majority of States required approval of each application by the State office before assistance could be granted; now this function has been delegated increasingly to local authorities subject to State supervision or review at a later date.

Since the responsibility for investigation and actual contact with the persons for whom assistance is intended is carried by the local welfare worker, attention has been focused on the need for adequate State supervision. It has been necessary for State agencies to establish and maintain continuous communication with local units to conform with the essential Federal requirement that the plan operate uniformly within the State. State agencies have established field staffs for this purpose. The necessity for disseminating standards to be used as the basis for local operations has caused State departments to give greater attention to the expression of policy and the refinement of administrative procedures. Thus a major field of operations has been the attempt to translate desirable principles and methods of assistance, often new concepts in the local area, into usable manuals and bulletins. The introduction and acceptance of this material has involved constant work with the local units. Frequently it has been necessary to interpret social values of public assistance to

State and county boards, governors, and other public officials before translating them into administration.

Sources of Funds

Under the Social Security Act, financial participation by the State is required for approval of a public assistance plan. There has been a tendency toward an increase in the part of the cost borne by State funds as compared with local funds. The following information considers only the 48 States and indicates the differing distributions of costs under the 3 programs.

Old-age assistance.—Twenty-six States¹⁴ assume responsibility for the total cost of assistance not borne by the Federal Government; in 13¹⁵ the State contribution is larger than that of the local political unit; in 8¹⁶ there is equal sharing; and in only 1 (Kansas) does the county pay more toward the cost of assistance than the State.

Aid to the blind.—Twenty-three¹⁷ States assume responsibility for the total cost of assistance not borne by the Federal Government; in seven¹⁸ the State contribution exceeds that of the local unit; in six¹⁹ there is equal sharing; in three (Kansas, Maryland, and Ohio) the local share is larger; and in one (New Jersey) the use of State funds for assistance is limited to persons without county residence.

Aid to dependent children.—Fifteen States²⁰ assume responsibility for the total cost of assistance not borne by the Federal Government; in 7²¹ the State share exceeds that of the local unit; in 13²² there is equal sharing; in 3 (Kansas, Maine, and New York) the local share is larger; and in 2

¹⁴ Arizona, Arkansas, Colorado, Connecticut, Delaware, Florida, Idaho, Illinois, Iowa, Kentucky, Louisiana, Michigan, Mississippi, Missouri, Nebraska, New Mexico, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Carolina, South Dakota, Texas, Vermont, Washington, and West Virginia.

¹⁵ Georgia, Indiana, Maryland, Massachusetts, Minnesota, Montana, New Jersey, North Dakota, Oregon, Tennessee, Utah, Virginia, and Wisconsin.

¹⁶ Alabama, California, Maine, Nevada, New Hampshire, New York, North Carolina, and Wyoming.

¹⁷ Arizona, Arkansas, Connecticut, Florida, Idaho, Indiana, Louisiana, Maine, Massachusetts, Michigan, Minnesota, Mississippi, Nebraska, New Hampshire, New Mexico, North Dakota, Oklahoma, South Carolina, South Dakota, Vermont, Washington, West Virginia, and Wyoming.

¹⁸ Georgia, Montana, Oregon, Tennessee, Utah, Virginia, and Wisconsin.

¹⁹ Alabama, California, Colorado, Iowa, New York, and North Carolina.

²⁰ Arizona, Arkansas, Florida, Idaho, Louisiana, Michigan, Missouri, Nebraska, New Hampshire, New Mexico, Oklahoma, Pennsylvania, South Carolina, Washington, and West Virginia.

²¹ California, Georgia, Indiana, Oregon, Tennessee, Utah, and Virginia.

²² Alabama, Colorado, Delaware, Massachusetts, Minnesota, Montana, New Jersey, North Carolina, North Dakota, Rhode Island, Vermont, Wisconsin, and Wyoming.

(Maryland and Ohio) the proportionate sharing varies considerably.

Local financial participation, even when limited, has introduced another problem relative to uniform operation within States with marked differences in wealth among the localities. Pressure often exists in the poorer communities to administer the assistance programs in such a manner as to reduce total expenditures. A few States have attempted to alleviate such situations by making allowance for disparities in local resources in the allocation of State funds. By assisting poor localities, the State agency can ensure equal consideration to applicants and recipients in different parts of the State regardless of the financial condition of any particular county.

In a majority of the programs the funds for public assistance are appropriated from the general fund. In the remaining plans public assistance is financed from the proceeds of special taxes allocated exclusively to financing public assistance costs. Even though appropriations may be made from the general fund, special taxes are frequently levied, the proceeds of which are paid into the general fund but designated in whole or in part for public assistance. In States where assistance funds are limited to the yield of certain earmarked taxes, difficulties are sometimes encountered when the amounts so raised are unrelated to the needs of the program. The most widely used special taxes are sales and liquor taxes. Sales taxes have been frequently attacked on the ground that they are not based upon capacity to pay and hence place a disproportionate burden on low-income groups, but apparently the convenience of this measure as a means of raising large sums has often induced its adoption.

With few exceptions, the funds provided by the political subdivisions of the States are raised from real and personal property taxes. In view of the greater taxing ability of State governments, as well as the need for equalizing the capacity of local governments to grant assistance, the tendency toward increased State financial participation in public assistance has been considered a desirable development.

Determination of Need and Amount of Payment

The public assistance provisions of the Social Security Act are intended to provide assistance

on the basis of need. The wording of the act does not define need, nor has there been an attempt from Federal sources to prescribe what should constitute need. Within broad limitations this decision is left to the States. Most States have a statutory definition of need in general terms, usually providing for assistance if the applicant's resources are not sufficient to provide reasonable subsistence compatible with decency and health.

A majority of the assistance plans do not set a specific monetary limitation on the maximum amount of property or income an individual may possess without being considered ineligible for assistance. Some plans limit income or the ownership of real and personal property to specific amounts. Restrictions on real property range from prohibition of ownership of property, except for a residence, to limitations on property value of from \$500 to \$5,000. Personal property is ordinarily restricted to far smaller amounts; approximately half the States with such restrictions provide maximum limitations of \$300-\$500. In the few plans with an income limitation, it is most often \$30 a month and equal to the maximum assistance permitted. Since the beginning of the social security program there has been a small increase in the number of plans, especially those for old-age assistance, with limitations on property. In some States, however, such limitations have operated, and may even have been intended, to liberalize conditions of eligibility since they prevent denial of assistance on the basis of ownership of property if the value is under the maximum amount permitted. There has been a reduction in the number of States which require liens on property as security for assistance granted. In all plans for old-age assistance, in most of the programs for aid to the blind, and in a few programs for aid to dependent children, applicants are specifically prohibited from transferring or assigning property for the purpose of becoming eligible for assistance.

Although the Social Security Act does not define need, the Board has required an investigation of each application for assistance to determine the extent of need. Since the investigation of eligibility and recommendation for assistance are local functions, State supervision is essential to assure uniformity of operation within the State. The State agency, therefore, has usually established in detail the factors which shall be con-

sidered in determining need, acceptable proofs, and methods of investigation to obtain such information. In States where need and the amount of payment are determined by budgetary methods, it is almost universally the function of the State agency to establish the standards and procedures for evaluating both needs and resources. Progress in organization and administration of State agencies has been accompanied by development of more specific standards and procedures for establishing the need of the individual in the circumstances in which he lives.

By the end of 1939 practically all State plans provided for determining the amount of the individual assistance payment on some budgetary basis which attempted to consider both the needs and resources of the applicant, although the adequacy of the standards and procedures varied considerably. The exceptions were four plans for old-age assistance and one plan for aid to the blind which set a specific income as the amount below which an individual is presumed to be in need, and which arrived at the amount of the grant by deducting available income from this specific sum.

Most States provide a maximum limitation on the amount of assistance which may be granted for old-age assistance and aid to the blind regardless of budgetary needs. A smaller number place a maximum limitation on assistance to children. The maximum payment is usually equal to the amount in which the Federal Government would participate. The following provisions concerning maximum monthly payments to recipients were in effect at the end of 1939:

Old-age assistance.—Six jurisdictions²³ did not limit the maximum; in the remaining 45 jurisdictions maximums ranged from \$15 to \$45: 33²⁴ specified a maximum of \$30 monthly; 5,²⁵ more than \$30; and 7,²⁶ less than \$30.

Aid to the blind.—Ten jurisdictions²⁷ did not specify a maximum limitation. In the remaining 32 the range in maximums was from \$15 to \$50:

²³ Arkansas, Kansas, Louisiana, Montana, New Mexico, and New York.

²⁴ Alabama, Arizona, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, Nevada, New Hampshire, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Texas, Utah, Vermont, Washington, West Virginia, Wisconsin, and Wyoming.

²⁵ Alaska, California, Colorado, Connecticut, and New Jersey.

²⁶ Delaware, Iowa, Kentucky, Mississippi, South Carolina, Tennessee, and Virginia.

²⁷ Arkansas, Georgia, Kansas, Louisiana, Michigan, Minnesota, New Mexico, New York, Oklahoma, and Utah.

23²⁸ had a maximum of \$30 monthly; 6,²⁹ more than \$30; and 3 (Minnesota, South Carolina, and Tennessee), less than \$30.

Aid to dependent children.—Twenty-three jurisdictions³⁰ had no maximum limitation; 11³¹ limited maximum payments to \$18 for the first child and \$12 for each additional child; 4³² had higher limitations and 4³³ lower amounts. In addition 3 States (District of Columbia, Missouri, and North Carolina) limited the total amount which could be granted to a family regardless of the number of children.

Inclusion in a State plan of standards and procedures for applying budgetary principles does not guarantee that such measures will actually be applied. The low levels of assistance in some States and disparities among the States which cannot be accounted for entirely by differences in costs of living make it evident that in spite of their efforts some States have not been able to meet assistance needs adequately.³⁴ As has been implied, there is also some variation in average payments among subdivisions within States.

It is apparent also that the payments for aid to dependent children have been far less than the amounts paid to other recipients of the special types of assistance. Probably a major factor in this difference is the lower limitation on the maximum payment for aid to dependent children in which the Federal Government participates. The Social Security Board has recommended that Federal financial participation in this program be increased to an amount comparable to the maximums already in effect for old-age assistance and aid to the blind.

Until 1940 the Federal Government reimbursed States to the extent of one-half the payments to recipients of old-age assistance and aid to the blind to a Federal-State maximum of \$30 a month;

²⁸ Alabama, Arizona, Colorado, District of Columbia, Florida, Hawaii, Idaho, Indiana, Iowa, Maine, Maryland, Massachusetts, Montana, Nebraska, New Hampshire, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, Virginia, West Virginia, Wisconsin, and Wyoming.

²⁹ California, Connecticut, New Jersey, North Dakota, Ohio, and Washington.

³⁰ Alabama, Arkansas, Delaware, Georgia, Hawaii, Kansas, Louisiana, Maine, Massachusetts, Michigan, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, Utah, Washington, and Wisconsin.

³¹ Arizona, Colorado, Florida, Idaho, Maryland, Missouri, Montana, Nebraska, North Carolina, Virginia, and Wyoming.

³² California, Indiana, Minnesota, and Vermont.

³³ South Carolina, Tennessee, West Virginia, and District of Columbia.

³⁴ For the distribution of amounts of payments to recipients of old-age assistance and aid to dependent children accepted in 1938-39, see charts 9 and 10, p. 201.

for aid to dependent children Federal participation was limited to one-third of the payments to recipients up to a maximum of \$18 for the first child and \$12 for each additional child in the same household. Amendments enacted in August 1939 increased to \$40 (effective January 1, 1940) the maximum payment in which the Federal Government will participate for old-age assistance and aid to the blind. Federal matching for aid to dependent children was increased from one-third to one-half; the maximum amount subject to Federal matching, however, was not changed. As States avail themselves of these additional funds by increasing the amount of individual assistance grants, needs will be more adequately met. It is questionable, however, whether the increased Federal funds available for the needy aged and blind will have much effect in States which face the problem of funds inadequate to meet even their present low standards.

The amount available for assistance and the policies adopted for the determination of eligibility and the amount of grant are, of course, major factors in determining the size of a State's case load. In several States faced with the problem of insufficient funds a question has arisen as to whether it is preferable to distribute available funds among all eligible persons, even though each would receive very little, or to restrict the number accepted for assistance and provide more adequately for them. To determine which of these alternatives is more desirable has been difficult, since it necessitates a comparative evaluation of two methods of adjustment to a situation which in itself prevents an adequate assistance program. Some States have attempted to deal with the problem by reducing the amount of individual grants; in others intake has been restricted, and those who are eligible but for whom there are no funds are placed on a "waiting list" to be certified for assistance when funds become available.

Conditions of Eligibility

In addition to need, the Social Security Act requires as a condition of eligibility for Federal participation in payments to individuals only that: An aged person must not be less than 65 years of age (except that until January 1, 1940, an age requirement of up to 70 years was permitted); a dependent child must be deprived of parental support or care by the death, incapacity, or absence

of a parent and must be living in the home of relatives of a certain degree of relationship; and a recipient of blind assistance must be blind. A State plan which contains more liberal provisions may be approved by the Social Security Board, but Federal funds may not be used for payments to individuals who do not meet the eligibility requirements stated in the Federal act.

A State plan, however, may not impose as a condition of eligibility for old-age assistance or aid to the blind any citizenship requirement which excludes a citizen of the United States. States may, as a requisite for aid to the aged and the blind, require residence in the State not to exceed 5 of the last 9 years with 1 year immediately preceding application; and, for children, 1 year's residence immediately preceding the application, or, if the child was born in the State within 1 year of the application, 1 year's residence for the mother immediately preceding the birth. There is further provision against the use of Federal funds for assistance to inmates of public institutions.

Conformity to these requirements has involved considerable progress over the previous situation. Before 1935 the minimum required for old-age assistance was 70 years in approximately half of the State laws, and the most common State residence requirement was 10 or 15 years, with county residence an additional requirement in some States. Citizenship, often for a considerable number of years prior to application for assistance, was an almost universal requirement. Aid to the blind was usually limited to persons aged over 18 or 21 years. Aid to dependent children was usually granted only in the event of death or absence of the father and in many States was granted only in behalf of children under the age of 14. In addition, many States had other miscellaneous requirements which were not related to need. Thus assistance was sometimes denied when a person had been convicted of a felony, or had refused to support his family, or had deserted a spouse, or was an habitual beggar, drunkard, or tramp. These restrictions were apparently intended to limit assistance to people who were considered "worthy."

Since the initial impact of the Social Security Act progress in developing more liberal conditions of eligibility has been gradual but steady. The full measure of efforts to liberalize eligibility requirements cannot be ascertained from a review of only

the changes actually accomplished. Many other attempts have been made to improve and liberalize eligibility conditions which fell short of success but which have indicated enlightened awareness of existing needs and have increased pressure to effect improvement. Eligibility requirements in 1939 may be summarized as follows:

Age

Old-age assistance.—In all but 3 (Missouri, New Hampshire, and Pennsylvania) of the 51 approved plans, the age requirement was 65 years during 1939. These 3 States had an age requirement of 70 years which was to be lowered to 65 beginning with 1940. One State (Colorado) also granted assistance to otherwise eligible persons aged 60–64 who were registered voters and had resided in the State continuously for 35 years. There has been relatively little change in age requirements since the inauguration of the Federal-State old-age assistance programs, although many bills have been introduced in State legislatures attempting to lower State age requirements to less than 65 years. Four States³⁵ provide for a decrease in the age requirement in the event of such change in the Federal law.

Aid to the blind.—Twelve jurisdictions³⁶ with approved plans had no age requirement. Twelve States³⁷ gave assistance only to persons aged 16 or over, and 18³⁸ had minimum age requirements ranging from 17 to 21 years.

Aid to dependent children.—Before August 1939 four jurisdictions³⁹ made payments to children up to age 18 and one (Michigan) to children up to age 17, while in two States (Ohio and Wisconsin) payments up to age 18 could be authorized at the discretion of the administering agency. The remaining States with approved plans assisted dependent children until age 16. An amendment to the Federal act effective August 10, 1939, raised the maximum age limitation for Federal participation to include children aged 16 up to 18 who were determined by the State agency to be regularly attending school. By the end of 1939

four States⁴⁰ were granting assistance to children up to age 18, and six States⁴¹ were granting such assistance if the children aged 16 up to 18 were attending school. Two States (Ohio and Wisconsin) continued to grant assistance up to age 18 at the discretion of the local agency, and one State (Michigan) continued to grant assistance up to age 17. Additional States were in the process of amending their plans to raise to 18 the age limit for children in school.

Residence

Old-age assistance.—In 1939 the residence requirements of 12 jurisdictions⁴² were more liberal than the maximum permitted for Federal participation; the other 39 had that maximum. Of the 12 jurisdictions, 1 (New Hampshire) required only 6 months' State residence, 4⁴³ required 1 year, and 1 (South Dakota) required 2 of the last 9 years with 1 year immediately preceding the application. The remaining 6⁴⁴ varied to a lesser degree from the maximum requirement permitted. There has been a slight tendency to lower the residence restrictions.

Aid to the blind.—In 1939 residence requirements in 8 jurisdictions⁴⁵ were more liberal than the Federal maximum, and 21⁴⁶ of the remaining 34 waived their residence requirement in varying degree if the applicant lost his sight while residing in the State. Of the 8 States, 1 (New Hampshire) required 6 months, 5⁴⁷ required only a year's residence, 1 (Hawaii) required 5 of the last 9 years, and 1 (Mississippi) had no residence requirement but had a policy of excluding "transient blind." For the country as a whole there has been comparatively little change since 1935 in residence requirements for the blind.

Aid to dependent children.—The plans of two jurisdictions (Georgia and Vermont) contained no residence requirements, and seven plans⁴⁸ con-

³⁵ Same jurisdictions as footnote 39.

³⁶ Colorado, Delaware, Idaho, Massachusetts, Montana, and Oregon.

³⁷ Alabama, Alaska, Arkansas, Delaware, Georgia, Hawaii, New Hampshire, Rhode Island, South Dakota, Vermont, Washington, and West Virginia.

³⁸ Alabama, Arkansas, Georgia, and West Virginia.

³⁹ Alaska, Delaware, Hawaii, Rhode Island, Vermont, and Washington.

⁴⁰ Arkansas, Georgia, Hawaii, Mississippi, New Hampshire, North Carolina, North Dakota, and West Virginia.

⁴¹ Alabama, Arizona, Arkansas, Colorado, District of Columbia, Idaho, Indiana, Iowa, Louisiana, Maryland, Michigan, Minnesota, New Mexico, Ohio, Oklahoma, Oregon, South Carolina, South Dakota, Vermont, Washington, and Wisconsin.

⁴² Arkansas, Georgia, North Carolina, North Dakota, and West Virginia.

⁴³ Arkansas, California, Delaware, Maryland, New Jersey, North Dakota, and Wisconsin.

³⁵ California, Florida, North Dakota, and Washington.

³⁶ Colorado, Connecticut, Hawaii, Kansas, Louisiana, Maryland, Montana, New York, North Carolina, Oklahoma, South Carolina, and Virginia.

³⁷ Alabama, Arizona, Arkansas, California, Florida, Maine, Michigan, Mississippi, Nebraska, New Hampshire, Oregon, and Tennessee.

³⁸ District of Columbia, Georgia, Idaho, Indiana, Iowa, Massachusetts, Minnesota, New Jersey, New Mexico, North Dakota, Ohio, South Dakota, Utah, Vermont, Washington, West Virginia, Wisconsin, and Wyoming.

³⁹ California, Hawaii, Minnesota, and North Dakota.

ained residence requirements slightly more liberal than the maximum permitted by the Federal act. For the remainder, provisions of the State law were the maximum permitted for Federal participation.

Citizenship

Old-age assistance.—Twenty-two⁴⁹ approved plans for old-age assistance did not require citizenship as a condition of eligibility, and of the 29 jurisdictions which still contained such provision, 6⁵⁰ permitted as an alternative a continuous period of residence in the United States ranging from 10 to 30 years. There has been a general trend toward eliminating or amending the citizenship requirement.

Aid to the blind.—Only seven jurisdictions⁵¹ required citizenship as a condition of eligibility. From the beginning there were fewer such requirements in the blind program than in other special types of assistance and the number has steadily decreased.

Aid to dependent children.—There were no citizenship requirements in the approved plans for aid to dependent children.

Other Requirements

Restrictive conditions of eligibility which are not related to need but which would tend to limit assistance to applicants of supposedly proper moral character were carried over in many public assistance plans from earlier laws. Some States have officially eliminated such provisions, but they still exist in some form in almost a third of the plans for old-age assistance and in slightly more than half of the plans for aid to the blind. In the latter category the restriction is usually against the solicitation of alms. The actual restrictive effect of these requirements, however, has usually been modified by administrative discretion since State agencies have recognized that moral factors are difficult to determine objectively or to evaluate as a proper basis for refusing assistance to persons in need.

In the program for aid to dependent children, a majority of the plans required that the home of a recipient be "suitable" and a few plans stipulate that the parent or guardian must be a proper person. These restrictions also have usually been subject to discretionary interpretation.

The extent to which relatives of an applicant for assistance should be held responsible for his support has been a chronic problem in the administration of public assistance. According to the tradition of the poor law this responsibility was axiomatic, and this attitude was carried over into most of the public assistance plans although the Social Security Act does not require as a condition of Federal grants that support from relatives be solicited. Of 51 jurisdictions with old-age assistance plans, 27⁵² had in 1939 public assistance laws which required that an applicant have no legally liable relative able to give support and 14⁵³ invoked the provisions of other laws, usually the State poor laws, to accomplish this purpose. Of 42 jurisdictions with approved plans for aid to the blind as of the end of 1939, 22⁵⁴ had public assistance laws which required that an applicant have no legally responsible relative able to give support, and 13⁵⁵ invoked provisions of other laws, usually State poor laws, for the same purpose.

In this area also State agencies have used discretion in administering the laws. States have often found it difficult to determine "ability to support" on the basis of objective criteria, particularly when relatives have only a small income. Experience has also indicated that assistance which is forced is not usually to be relied upon. Therefore, although nearly all States attempt to communicate with relatives in order to obtain their help, only 13 jurisdictions⁵⁶ in which the old-age assistance plan specifies that relatives are responsible deny assistance to an applicant whose

⁴⁹ Alabama, Alaska, California, Connecticut, Delaware, District of Columbia, Hawaii, Illinois, Indiana, Iowa, Maine, Maryland, Minnesota, Mississippi, Nebraska, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oregon, Rhode Island, Vermont, Virginia, Washington, West Virginia, and Wisconsin.

⁵⁰ Colorado, Florida, Georgia, Idaho, Kentucky, Louisiana, Massachusetts, Michigan, Montana, Nevada, New Mexico, Oklahoma, Pennsylvania, and South Dakota.

⁵¹ Alabama, California, Connecticut, District of Columbia, Hawaii, Indiana, Maine, Maryland, Minnesota, Mississippi, Nebraska, New Hampshire, New Jersey, New York, North Carolina, North Dakota, Oregon, South Carolina, Virginia, Washington, West Virginia, and Wisconsin.

⁵² Colorado, Florida, Georgia, Idaho, Iowa, Louisiana, Massachusetts, Michigan, Montana, New Mexico, Oklahoma, South Dakota, and Utah.

⁵³ Connecticut, Delaware, District of Columbia, Iowa, Louisiana, Maine, Massachusetts, Mississippi, Oregon, Pennsylvania, South Carolina, Vermont, and Washington.

⁴⁹ Alabama, Arkansas, Florida, Georgia, Hawaii, Kansas, Louisiana, Michigan, Mississippi, Missouri, Montana, Nebraska, New Mexico, Oklahoma, Oregon, Pennsylvania, South Dakota, Tennessee, Utah, Virginia, Washington, and West Virginia.

⁵⁰ Iowa, Minnesota, North Carolina, North Dakota, Rhode Island, and Wyoming.

⁵¹ Connecticut, District of Columbia, Indiana, Iowa, New York, North Dakota, and Vermont.

relative, though found able to give support, refuses to do so. In only 7 jurisdictions⁵⁷ is assistance refused an applicant for aid to the blind in these circumstances. Constant pressure for liberalization of the requirements for support by relatives has been exerted particularly by recipients of old-age assistance, both as individuals and through organizations.

The availability of funds for assistance sometimes plays a great part in the enactment and administration of eligibility requirements. It is probable that further liberalization of eligibility conditions in some States has been hampered more by fear that funds will be insufficient than by the conviction that all existing requirements are desirable. The distinction may be of little importance to persons to whom assistance is now denied, but it is of value in determining steps necessary for future progress.

Confidential Nature of Records

State agencies have found from experience that it is essential to efficient operation to safeguard the confidential character of public assistance records. The necessary cooperation on the part of an applicant for assistance in the determination of eligibility can be obtained only when there is confidence that information given in this connection will not be used for any other purpose. From a social point of view also such protection has been found desirable. Attempts have sometimes been made to discourage applicants for aid by attaching some stigma to the receipt of assistance. Since it has been increasingly recognized that the need for assistance may not be due to any deficiency on the part of the applicant, it has been realized that records should be protected to spare the recipient possible humiliation. Protection of the names of recipients of assistance is also advocated to prevent the use of lists for commercial or political purposes. There has been a consistent increase in the number of States which protect public assistance records, and most State agencies now have authority to safeguard such records to a greater or lesser extent, although in some States publication of names of recipients is still required by statute. Amendments to the Social Security Act effective July 1, 1941, require that safeguards which restrict the use or disclosure of information concerning public

assistance applicants and recipients to purposes directly connected with the administration of assistance must be included in the plans of States which receive Federal grants.

Appeals and Fair Hearings

Under the Social Security Act an approved State plan must provide that individuals whose claims for assistance are denied have the right of appeal and the opportunity for a fair hearing before the responsible State agency. The appeals and fair-hearing procedures are designed to protect applicants or recipients against discrimination or personal bias and to ensure that each case is judged in accordance with the State law and plan. These procedures should also enable the State agency to rectify errors in local operations and, through awareness of these deficiencies, should provide information as to the areas in which improvement is necessary.

The fair-hearings requirement has introduced a new factor into assistance administration and consequently has required considerable interpretation. The effectiveness of the procedure depends upon measures to ensure that individuals whose claims for assistance are denied be informed of their right to appeal; that the fair hearing be held in a readily accessible location within a reasonable time and after adequate notice; that the appellant be permitted to produce witnesses and evidence; that the hearing be informal; and that the decision be reached solely on the basis of the evidence presented. The fair-hearing procedure involves considerable expenditure of time and effort on the part of local and State officials and on the part of the appellant. During the elapsed period the cause of dissatisfaction to the appellant remains in effect. Most States have developed some type of adjustment procedure through which an applicant may discuss his complaint with the appropriate authorities prior to a formal hearing in order that the agency may be fully apprised of any new or additional information which might make possible a mutually satisfactory adjustment of the situation without formal proceedings. This procedure does not, of course, affect the right of an applicant or recipient to obtain a fair hearing if he wishes it.

Actual administrative practices developed by the States have not been uniform. Some State agencies have failed to appreciate the value of

⁵⁷ District of Columbia, Louisiana, Massachusetts, Mississippi, Oregon, South Carolina, and Washington.

the fair-hearing procedure as a tool in supervision, and in many instances potential appellants apparently have been unaware of their rights or unable to make proper use of them. Fair-hearing procedures are of special significance in the development of the concept of assistance as a right, conditional on fulfillment of certain conditions of eligibility. They have also become of major importance when persons to whom assistance was denied have appealed to the courts. More States are encouraging the use of the fair hearing, and the number of hearings is steadily increasing.

Other Services to Recipients

A great number of the recipients of public assistance require economic assistance only, but frequently social and physical needs which cannot be met by a cash assistance grant are associated with economic dependency. These needs may range from physical disorders to problems of emotional instability and family relationships. Although not necessarily a factor in the determination of eligibility for financial aid, they are often fundamental to the well-being of the persons concerned. It is essential to sound public assistance administration that these problems be recognized and that the local worker who comes in contact with them attempt to utilize all the resources which may be available for dealing with them.

State public assistance agencies in large part, therefore, have organized themselves to offer case-work services both as an integral part of the process of determining eligibility and amount of assistance and as supplemental to the eligibility process. These attempts to meet the service needs of recipients of public assistance have been made through provision for State and local staff equipped to offer case-work services in the fields of family and child welfare and through the provision of specialized consultant services in related fields such as home economics and medical social work. A substantial number of agencies administering aid to the blind offer special services for the blind in addition to assistance, and usually child-welfare services are provided through the agency responsible for the public assistance programs in cooperation with the United States Children's Bureau.

Medical care is a distinct and frequent need among recipients of assistance, but Federal public assistance grants may not be used directly for

this purpose. Since medical needs are frequently unpredictable, it is difficult to allow for medical care in the regular budget as is done for food and rent, although many States attempt to do so. Most State assistance plans refer only briefly to the provision of medical services, but presumably, when no reference to such services is made, the recipient of assistance has recourse to the established method of providing medical care for the indigent. Little authoritative information is available for the country as a whole on the type and method of medical care provided or the extent of such provision in terms either of money expended or number of persons assisted. Very few State assistance agencies have made provision for adequate medical direction and supervision of health services for recipients of public assistance, although in some States considerable sums are expended for these services.

State Personnel

The magnitude and complexity of the problems involved in efficient administration of assistance programs have brought widespread recognition of the need for personnel with specialized training as well as experience. When programs were initiated under the Social Security Act, the need for staff far exceeded the supply of qualified persons. As public awareness of the situation has developed, however, educational facilities have been expanded so that it may be anticipated that the problem of obtaining adequately trained staff will in time become less acute. The earliest State plans contained virtually no provisions relating to personnel standards. Responsibility, however, was delegated to the Social Security Board to require methods of administration necessary for efficient operation. It soon became obvious that administration could not be properly evaluated without reference to the quality of personnel and that, therefore, there was a contradiction in the act if the parenthetical clause concerning personnel was interpreted to mean that objective standards for each class of position could not be required as one of the methods of administration necessary for efficient operation. In view of its responsibility, the Social Security Board adopted a policy in July 1936 requiring State agencies to set up minimum objective personnel standards of training and experience.

At first State agencies usually limited these re-

quirements to social-work personnel, but gradually they were extended to other positions as well. Minimum qualifications and methods of personnel administration have varied in the different States. Thus for similar positions there were differences in the training and experience required and in the salaries paid. Such variations are sometimes caused by residence requirements for personnel which still exist in most States and which limit the available supply, by statutory provisions which prohibit or limit educational requirements, by inadequate funds for administration, or by the varying recognition of the need for a qualified staff. Although progress has not been uniform, personnel standards have been raised steadily. State agencies have been able to shift emphasis from the simple requirement of minimum qualifications to comprehensive personnel plans which serve as a basis for recruiting, appointing, and retaining personnel on a merit basis.

The Social Security Act was amended in August 1939 to require that State methods of administration should include, after January 1, 1940, "methods relating to the establishment and maintenance of personnel standards on a merit basis." On November 1, 1939, the Board promulgated standards for a merit system which were considered necessary for compliance with this requirement. These standards provide, among other things, that the system must cover both State and local personnel; must not preclude any person from appointment or tenure on the basis of political or religious opinion or affiliation; and must prohibit participation of employees in political activities, except that an employee shall have the right to express his views as a citizen and to cast his vote. Provision must be made for the establishment and maintenance of a classification and compensation plan based upon investigation and analysis of the positions involved. Personnel must be selected on the basis of merit, and examinations must be on an open competitive basis, practical in nature, and constructed to reveal the applicant's capacity for the position for which he is competing. Employees who had received appointments under a substantially comparable merit system were not required to take new examinations. Other employees could be admitted to the examination covering their positions without regard to minimum qualifications and could be retained if they achieved a passing grade in the examination.

By the end of 1939 most of the State agencies had either submitted rules and regulations for a merit system or agreed to accept the standards proposed by the Board. Improvement has been general, and it is anticipated that the development of sound merit systems of personnel administration will assure the selection, development, and retention of qualified staffs in the administration of public assistance.

Adequacy of Assistance Programs

Federal grants are made to all States on the same matching basis regardless of the difference in ability of the States to provide funds. Thus the States which are able to provide most money receive the largest Federal grants, and States with small appropriations for assistance receive comparably small Federal grants even though the need within the State may be as great and the amount appropriated by the State may represent as great or a greater strain upon the resources of the State. In its report to the President and the Congress on proposed changes in the Social Security Act⁵⁸ the Social Security Board recommended that a basis be established for varying, in accordance with the economic capacity of the State, the percentage of the total cost met through Federal funds.

The disparity in the amounts of assistance granted in different States and in the extent of the programs arises in large part from lack of sufficient funds for financing assistance. This lack may not always be directly related to the financial resources of the State, since States with considerable resources may be hindered in utilizing them through constitutional limitations on taxing or borrowing powers or through fiscal policies which impede appropriations for this purpose. In general, however, residents of States with greater resources are likely to obtain more adequate assistance than persons in similar circumstances residing in States with more limited resources. The inability of States in the latter group to maintain appropriate standards of assistance is reflected in the existence of waiting lists, arbitrary reduction of grants, and low levels of assistance.

Probably only a minority of the total number of persons in need can be assisted through the present programs for special types of public assistance,

⁵⁸ *Proposed Changes in the Social Security Act, January 1939 (A-21)*, pp. 25-26.

since these types are limited by definition to certain groups. The division of responsibility between the State and Federal Governments expressed in the establishment of the Works Program, the Social Security Act, and other Federal welfare measures apparently took for granted that the States would be able to provide adequately for the other groups then returned to their care. Under the general relief programs now financed by States and/or localities adequate provision for these groups has not been usual, and standards of assistance and administration are often deficient. Even the meager security of general relief is not available in most instances to individuals who have no legal residence in the State in which they apply. For this group there has been little provision since discontinuance of the Federal transient program.

Among the programs for the special types of public assistance there have also been discrepancies in the adequacy of the assistance provided. In view of the inadequacies of many plans for old-age assistance it would be erroneous to refer to the aged throughout the country as being in a

favorable position, though relatively this program has received favored treatment in most States in comparison with aid to dependent children. Sometimes funds for the aged have been supplied at the expense of aid to dependent children and other public services. The recipients of old-age assistance, although often more adequately aided than the families with dependent children, still receive somewhat less than adequate assistance in many States; and special types of public assistance as a whole, though better financed than general relief, are still in need of more adequate financing.

Under the Social Security Act, State agencies have been able to develop to a considerable degree public acceptance of assistance to the aged, the blind, and children, and to improve the standards of assistance. There is room for further development, but the foundation for continued progress exists. An effective approach to the continuous problem of assisting persons unable to support themselves requires consideration of all groups in need.

Trends in Public Assistance, 1933-39

SINCE 1933, when the Federal Government first assumed a substantial share of the responsibility for the relief of unemployment and economic distress, notable progress has been made in the United States in the development of public programs for furnishing assistance and providing employment to needy persons. Both Federal and State legislation have supplied the statutory basis for these programs, some of which are administered by the Federal Government and others by the States and localities. The programs may be classified as (1) assistance programs providing payments to persons and families in relation to their need, sometimes with a work requirement, and (2) work programs providing earnings to employees on the basis of fixed wage rates and hours of employment.

Classified as assistance programs are those for old-age assistance, aid to dependent children, aid to the blind, general relief, and subsistence payments made by the Farm Security Administration.¹ Only the last of these assistance programs is federally administered; all others are administered by State and local governments. Work programs operated during the period include those of the Work Projects Administration,² the Civil Works Administration, the Civilian Conservation Corps, the National Youth Administration, and work and construction projects of other Federal agencies. All these have been administered by the Federal Government.

Responsibility for the collection of national statistics on the assistance programs is divided between two agencies: Data concerning the four State and locally administered programs—old-age assistance, aid to dependent children, aid to the blind, and general relief—are collected by the Social Security Board; those on emergency subsistence grants to farmers, by the Farm Security Administration. The Federal agencies which administer the work programs compile statistics on their operation, except that data relating to “other Federal work and construction projects” are assembled by the Bureau of Labor Statistics of the Department of Labor.

¹ In addition, a comparatively small amount of aid was given during the period of operation of the Federal Emergency Relief Administration for emergency education, student aid, rural rehabilitation, and transient programs.

² Formerly the Works Progress Administration.

Public Assistance and Work Programs

The assistance programs for the aged, dependent children, and the blind are part of the broad program of social security established by the Social Security Act. Under titles I, IV, and X of the act, Federal grants are made for these special types of public assistance to States with plans approved by the Social Security Board. The general relief program now is administered without Federal participation,³ but data for the program are reported voluntarily by all States to the Social Security Board.

The relative importance of the four assistance programs in the total structure for providing assistance and earnings is indicated in chart 1 and in tables 1, 2, and 3. Chart 1 traces the monthly trend in payments to recipients of public assistance and in earnings of persons employed under Federal work programs during the 7-year period January 1933 through December 1939. The data on which the chart is based are given in table 2. Table 3 gives companion data on the number of recipients under the various programs in each month of the 7-year period. In table 1 are shown, by half-year periods, the amounts expended, the percentage distribution of amounts, and the amounts per inhabitant for each type of assistance and earnings.

Because no common definition underlies the count of recipients and persons employed under the various assistance and work programs, summation of these data is difficult. No comprehensive data are collected on the number of recipients and employed persons who receive aid under more than one of these programs. Estimates of the unduplicated number of households in which assistance and/or earnings are received and of the number of persons in such households are presented in table 3; these estimates, which were compiled jointly by the Work Projects Administration and the Social Security Board, are necessarily crude. In December 1939 an estimated number of nearly 6.2 million households, including 17.7 million persons, received public assistance and/or earnings under Federal work programs. The trend from January 1933 through December

³ Grants to States for general relief were made by the Federal Emergency Relief Administration during the period May 1933–December 1935.

1939 in the number of such households and persons is shown in chart 2.

A clearer indication of the importance of old-age assistance, aid to dependent children, aid to the blind, and general relief in relation to all public assistance and earnings under Federal work programs in the United States may be obtained from a summation of the amounts expended for the programs. In the first 6 months of 1933 a major proportion of the total for assistance and earnings in the continental United States was expended for payments to recipients of the three special types of public assistance and general relief. During this period expenditures for these four programs amounted to \$440 million, or 81 percent of a total of \$543 million. Expenditures for general relief in this half year far exceeded the combined total for old-age assistance, aid to dependent children, and aid to the blind; of a total of \$3.50 per inhabi-

tant, \$3.21 was for general relief and only 29 cents for the three special types of public assistance.

In the last 6 months of 1939 the four assistance programs administered by the States and localities accounted for less than one-third of total expenditures for assistance and earnings. Only 32 percent, or \$0.5 billion of a total outlay of \$1.6 billion, was for these four programs. In this half year, expenditures per inhabitant for the three special types of public assistance exceeded those for general relief; of an expenditure of \$3.99 per inhabitant, \$2.22 was for the special types of public assistance and \$1.77 for general relief.

The sharp rise during the latter part of the 7-year period in payments for old-age assistance, aid to dependent children, and aid to the blind and the marked decline in payments for general relief reflect the impact of numerous forces: the enactment of Federal social security legislation,

Chart 1.—Public assistance and Federal work programs: Amount of assistance and earnings in the continental United States, 1933–39

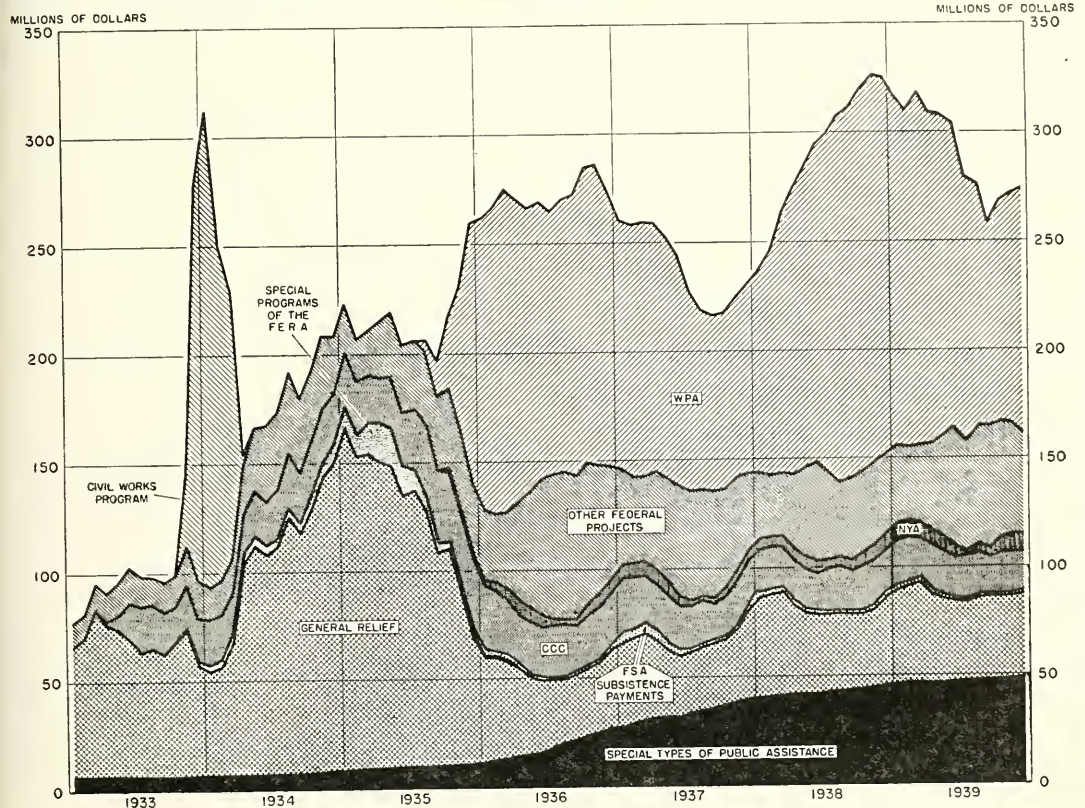


Table 1.—Public assistance and Federal work programs: Amount of assistance and earnings in the continental United States, by 6-month periods 1933-39¹

Period	Obligations incurred for—				Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs				
	Special types of public assistance		General relief	Relief under special projects of the Federal Emergency Relief Administration		National Youth Administration		Work Projects Administration	Other Federal works and construction projects	Civil Works Program
	Total	Old-age assistance				Aid to dependent children	Aid to the blind			
Amount (in thousands)										
1933—January-June.....	\$543,107	\$13,425	\$20,722	\$2,901	\$403,200	\$2,066		\$24,853	\$75,940	\$214,956
July-December.....	815,051	12,646	19,782	2,938	355,552	3,687		115,883	89,607	508,059
1934—January-June.....	1,290,409	14,317	20,254	3,237	464,941	25,123		118,421	131,057	535,535
July-December.....	1,155,918	17,927	20,432	3,836	735,419	35,946		142,536	148,490	584,056
1935—January-June.....	1,279,736	29,105	20,588	3,890	852,878	85,294		139,401	198,360	535,535
July-December.....	1,315,029	35,801	21,139	4,080	980,302	29,702		158,600	203,662	584,056
1936—January-June.....	1,607,396	62,763	23,236	6,021	243,767	2,688		153,279	816,900	281,482
July-December.....	1,651,380	102,478	26,226	6,792	190,237	1,185		17,120	775,139	376,888
1937—January-June.....	1,534,469	141,305	32,322	7,568	211,684	1,467		131,904	680,174	285,220
July-December.....	1,334,910	169,136	33,931	8,603	119,197	26,959		15,859	736,592	374,479
1938—January-June.....	1,598,195	191,038	46,556	9,412	256,279	8,935		114,252	916,246	374,479
July-December.....	1,885,993	201,348	50,891	9,742	219,922	13,491		119,682	228,147	916,246
1939—January-June.....	1,866,787	211,685	56,185	10,068	232,858	12,423		118,377	918,999	246,103
July-December.....	1,627,640	218,981	58,769	10,339	228,865	6,627		112,066	311,769	646,064
Percentage distribution										
1933—January-June.....	100.0	2.5	3.8	0.5	74.2	0.4		4.6	14.0	26.4
July-December.....	100.0	1.5	2.4	.4	43.6	.5		14.2	11.0	39.3
1934—January-June.....	100.0	1.1	1.6	.3	36.3	2.0		9.2	10.2	41.4
July-December.....	100.0	1.6	1.8	.3	63.6	3.1		12.3	17.3	45.8
1935—January-June.....	100.0	2.7	1.6	.3	66.6	6.7		10.9	11.6	42.2
July-December.....	100.0	3.3	1.4	.4	44.1	2.3	0.2	14.7	15.5	45.8
1936—January-June.....	100.0	6.2	1.6	.4	11.5	.1	.5	8.4	17.3	22.8
July-December.....	100.0	9.2	2.1	.5	13.8	.1	.8	8.6	1.2	44.3
1937—January-June.....	100.0	12.7	2.9	.7	14.6		.7	8.6	4.1	20.5
July-December.....	100.0	11.9	2.9	.6	16.0		.8	7.0	37.9	13.1
1938—January-June.....	100.0	10.6	2.7	.5	11.6		.7	6.3	45.8	13.2
July-December.....	100.0	13.4	3.6	.6	14.1		.4	6.9	1.6	19.2
Amount per inhabitant *										
1933—January-June.....	\$4.32	\$0.11	\$0.16	\$0.02	\$3.21	\$0.02		\$0.20	\$0.60	\$1.71
July-December.....	6.48	.10	.16	.02	2.83	.03		.92	.71	3.97
1934—January-June.....	10.11	.11	.16	.03	3.67	.20		.94	1.04	5.37
July-December.....	10.11	.11	.16	.03	3.67	.20		.94	1.04	5.37
1935—January-June.....	10.04	.23	.16	.03	6.69	.67		1.13	1.58	6.04
July-December.....	10.81	.23	.17	.03	4.55	.23		1.09	1.16	6.04
1936—January-June.....	12.52	.41	.18	.05	1.94	.02	\$0.02	1.52	2.04	2.04
July-December.....	12.86	.80	.20	.05	1.43	.01	.10	1.19	6.36	2.04
1937—January-June.....	11.87	1.09	.25	.06	1.64		.07	1.02	2.05	2.05
July-December.....	11.87	1.09	.25	.06	1.64		.07	1.02	2.05	2.05
1938—January-June.....	15.33	1.31	.30	.07	1.54	(*)	.21	1.02	2.12	2.12
July-December.....	15.33	1.31	.30	.07	1.54	(*)	.21	1.02	2.12	2.12
1939—January-June.....	14.61	1.56	.39	.08	1.70	.07	.19	.92	5.66	1.77
July-December.....	14.61	1.56	.39	.08	1.70	.07	.19	.92	5.66	1.77
1933—January-June.....	12.59	1.69	.45	.08	1.77		.11	.87	2.40	2.40
July-December.....	12.59	1.69	.45	.08	1.77		.11	.87	2.40	2.40

¹ See footnotes to table 2; for data on recipients of assistance payments and persons employed under Federal work programs, see table 3.

* Less than 0.1 percent.

² Based on total population (estimated by the U. S. Bureau of the Census) as of July 1 of each year, 1933 and 1939 which are based on estimated population as of July 1, 1937.

* Less than 1 cent.

the withdrawal of the Federal Government from the general relief program with the liquidation of the Federal Emergency Relief Administration,

and the development and extension of work programs as a more constructive method of aiding employable persons.

Chart 2.—Public assistance and Federal work programs: Trends in estimated unduplicated number of households and of persons in households receiving assistance and/or earnings in the continental United States, 1933-39

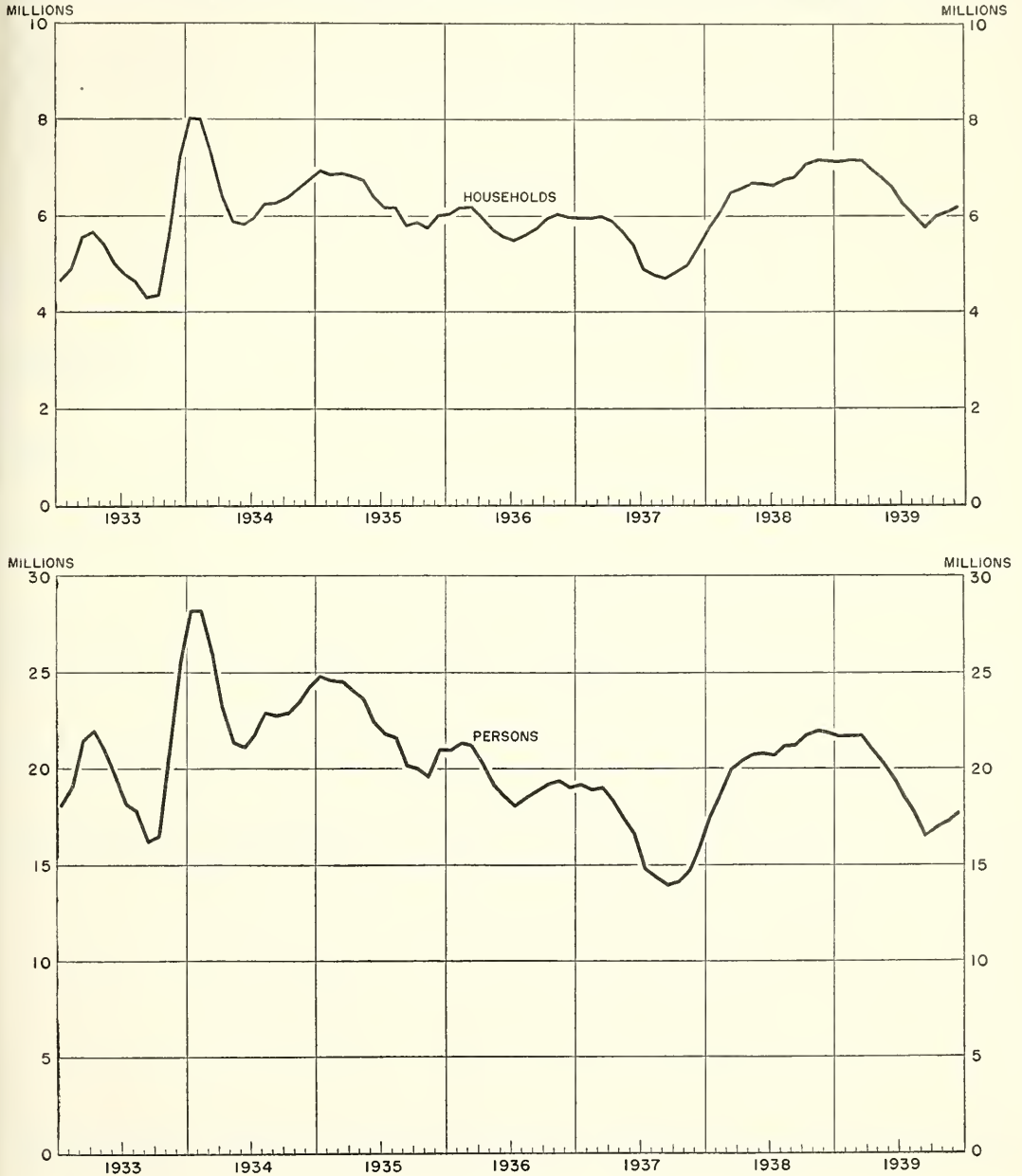


Table 2.—Public assistance and Federal work programs: Amount of assistance and earnings in the continental United States, by months, 1933-39¹

Year and month	Total	Obligations incurred for—			Subsistence payments certified by the Farm Security Administration ²	Earnings of persons employed under Federal work programs ⁴				
		Special types of public assistance ¹	General relief ³	Relief under special programs of the Federal Emergency Relief Administration ⁴		Civilian Conservation Corps ⁷	National Youth Administration ⁸		Other Federal work and construction projects ¹⁰	Civil Works Program ¹¹
							Student aid	Work projects		
1933 total.....	\$1,358,159	\$72,414	\$758,752	\$5,753	.....	\$140,736	.....	.....	\$165,548	\$214,956
January.....	77,336	6,455	59,615	326	.....	.....	.....	.....	10,910	.....
February.....	81,074	6,218	64,438	328	.....	.....	.....	.....	10,090	.....
March.....	95,747	6,215	77,442	420	.....	.....	.....	.....	11,670	.....
April.....	90,917	6,109	70,309	335	.....	1,474	.....	.....	12,690	.....
May.....	85,034	6,000	68,950	322	.....	16,932	.....	.....	15,710	.....
June.....	102,434	5,883	85,957	322	.....	20,579	.....	.....	15,710	.....
July.....	98,536	5,883	85,957	339	.....	20,579	.....	.....	14,016	.....
August.....	97,942	5,866	86,372	314	.....	19,996	.....	.....	12,384	.....
September.....	95,855	5,870	86,598	322	.....	19,169	.....	.....	13,896	.....
October.....	99,189	5,867	92,531	439	.....	15,575	.....	.....	14,777	.....
November.....	144,307	5,878	67,971	735	.....	20,245	.....	.....	17,546	.....
December.....	279,222	6,002	51,361	1,388	.....	20,245	.....	.....	16,975	31,632
1934 total.....	2,436,328	80,003	1,200,360	61,069	.....	290,957	.....	.....	330,880	503,059
January.....	311,821	6,274	48,353	2,867	.....	26,810	.....	.....	14,718	218,799
February.....	293,995	6,208	50,219	3,566	.....	20,489	.....	.....	15,964	194,549
March.....	323,111	6,300	61,072	4,517	.....	17,594	.....	.....	20,000	165,000
April.....	308,381	6,341	55,483	4,682	.....	17,890	.....	.....	21,400	145,000
May.....	166,381	6,341	105,942	4,933	.....	20,560	.....	.....	28,523	80,202
June.....	167,573	6,418	101,455	4,317	.....	19,907	.....	.....	35,435	.....
July.....	173,725	6,571	105,398	3,773	.....	22,113	.....	.....	35,869	.....
August.....	192,197	6,691	115,549	4,283	.....	25,019	.....	.....	37,645	.....
September.....	180,183	6,735	111,002	5,094	.....	23,114	.....	.....	34,328	.....
October.....	208,480	7,040	135,780	5,971	.....	24,674	.....	.....	33,207	.....
November.....	208,498	7,166	132,780	7,671	.....	23,106	.....	.....	33,207	.....
December.....	208,314	8,042	142,664	8,333	.....	23,106	.....	.....	26,169	.....
1935 total.....	2,594,765	114,663	1,433,180	114,996	\$2,541	332,851	\$6,364	\$238,018	332,152	.....
January.....	292,081	8,478	158,084	9,395	.....	25,036	.....	.....	22,158	.....
February.....	270,306	8,396	145,034	10,416	.....	20,301	.....	.....	19,751	.....
March.....	210,889	8,798	145,178	14,784	.....	21,437	.....	.....	20,692	.....
April.....	215,188	9,051	141,148	18,663	.....	20,499	.....	.....	25,827	.....
May.....	218,919	9,213	139,236	17,766	.....	23,675	.....	.....	29,029	.....
June.....	204,359	9,381	125,069	14,340	.....	24,539	.....	.....	31,030	.....
July.....	205,737	9,690	127,073	9,833	.....	28,088	.....	.....	31,061	.....
August.....	206,919	9,854	136,125	4,770	.....	33,777	.....	.....	16,512	.....
September.....	206,929	10,223	99,836	3,627	.....	32,106	.....	.....	32,617	.....
October.....	216,465	10,548	79,697	2,718	99	32,106	1,653	2,095	36,227	.....
November.....	229,981	10,548	79,697	2,718	.....	32,120	2,395	118,480	33,552	.....
December.....	259,641	10,859	58,185	1,608	2,442	32,120	.....	.....	.....	.....
1936 total.....	3,258,776	217,516	439,004	3,873	2,465	292,397	26,329	\$28,883	638,370	.....
January.....	292,143	11,426	48,245	817	2,788	29,792	2,528	196	134,237	32,114
February.....	266,551	12,452	47,051	549	2,897	28,188	2,865	1,061	140,672	32,116
March.....	274,757	13,089	44,737	472	3,151	24,858	3,099	2,153	147,930	35,268
April.....	270,467	14,212	40,268	331	2,014	22,575	3,295	2,903	138,834	46,034
May.....	266,559	14,939	35,140	280	1,307	24,348	3,580	2,866	130,211	53,857
June.....	266,919	15,400	33,326	209	945	23,518	3,518	3,070	124,986	63,063
July.....	266,919	15,400	33,326	209	945	23,518	3,518	3,070	124,986	63,063
August.....	270,047	20,967	20,771	184	895	23,629	7	2,582	125,068	67,845
September.....	272,099	21,622	30,193	190	1,148	20,903	342	2,729	128,971	66,001
October.....	284,112	23,527	30,854	189	1,367	23,133	2,516	2,787	135,188	64,551
November.....	285,441	25,092	32,039	191	1,416	24,012	3,122	2,903	137,502	59,133
December.....	274,315	26,764	36,435	230	1,174	22,945	3,132	3,029	126,789	52,817

1937 total.....									
January.....	2,809,379	397,866	406,881	467	35,894	245,756	24,237	32,664	1,186,266
February.....	290,564	27,802	37,985	209	11,548	24,485	2,967	3,087	114,838
March.....	285,303	28,870	37,900	129	13,765	24,188	3,217	3,230	116,070
April.....	299,306	30,213	39,113	129	15,290	21,283	3,347	3,236	113,912
May.....	258,144	31,032	30,615	.....	5,671	21,039	3,642	3,106	112,178
June.....	244,203	31,462	28,226	.....	3,236	19,356	1,992	2,920	106,368
July.....	227,288	33,025	29,015	.....	941	19,334	0	2,491	91,690
August.....	219,097	29,955	28,955	.....	1,346	19,439	104	2,348	82,778
September.....	216,419	36,576	36,274	.....	1,197	16,312	164	2,165	81,175
October.....	207,729	36,025	30,729	.....	1,790	19,591	1,877	2,263	82,634
November.....	224,886	38,381	38,381	.....	1,790	20,912	1,877	2,263	82,634
December.....	338,985	38,985	41,493	.....	2,276	29,912	2,056	2,429	86,475
1938 total.....	3,457,188	508,985	476,201	.....	22,587	230,318	19,598	41,500	1,750,836
January.....	237,244	40,103	46,404	.....	2,204	19,940	1,996	2,552	93,060
February.....	245,819	40,573	47,207	.....	2,573	18,331	2,003	2,688	103,092
March.....	233,416	41,478	41,478	.....	2,573	18,331	2,003	2,688	103,092
April.....	263,620	41,740	37,337	.....	2,325	18,014	2,255	2,759	119,693
May.....	294,349	41,825	36,747	.....	2,150	18,014	2,406	3,075	131,411
June.....	298,960	42,423	35,969	.....	1,756	17,174	1,550	3,075	137,916
July.....	307,207	42,815	36,244	.....	1,291	19,848	0	3,701	146,068
August.....	312,264	43,266	35,405	.....	1,117	20,334	0	3,701	155,709
September.....	320,246	43,383	36,405	.....	1,492	20,334	216	3,930	167,769
October.....	320,246	43,383	36,405	.....	1,492	20,334	216	3,930	167,769
November.....	324,631	45,347	40,865	.....	1,703	20,514	1,980	4,028	176,101
December.....	349,427	503,000	481,723	.....	2,202	19,252	2,417	4,400	177,228
1939 total.....	3,494,427	503,000	481,723	.....	19,050	230,513	22,644	51,505	1,565,063
January.....	316,269	45,915	43,679	.....	2,301	20,542	2,206	4,347	160,606
February.....	310,104	46,308	43,567	.....	2,327	20,683	2,457	4,472	154,796
March.....	309,358	46,211	41,277	.....	2,462	18,103	2,446	4,451	162,695
April.....	308,045	46,167	39,236	.....	2,242	19,974	2,454	4,318	162,457
May.....	304,525	47,082	37,050	.....	1,687	20,432	2,494	4,286	147,978
June.....	279,130	47,529	36,271	.....	1,284	18,637	1,935	3,903	140,997
July.....	276,565	47,707	38,241	.....	828	19,317	6	4,141	142,142
August.....	258,247	47,947	38,616	.....	1,513	19,022	306	4,232	141,582
September.....	258,247	47,947	38,616	.....	876	19,308	2,340	4,232	141,582
October.....	271,716	48,271	38,259	.....	1,156	19,321	2,946	4,550	105,570
November.....	273,464	48,677	38,728	.....	1,710	17,621	2,955	5,428	111,754
December.....	273,464	48,677	38,728	.....	1,710	17,621	2,955	5,428	111,754

¹ Figures exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. Figures are partly estimated and subject to revision; incorporate revisions subsequent to publication of series in *Social Security Bulletin*, Vol. 3, No. 2 (February 1940), p. 19.

² Figures for January 1933-January 1936 represent payments from State and local funds only; for subsequent months, from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation.

³ Figures for January 1933-March 1937 from the WPA, Division of Statistics. Figures for 1933-35 include direct relief earnings of persons employed on work and construction projects financed in whole or in part from Federal funds.

⁴ Figures from the WPA, Division of Statistics; include relief extended to cases under emergency education, student aid, rural rehabilitation, and transient programs of the emergency relief administrations largely financed from FERA funds.

⁵ Figures from the FSA, represent net amount of emergency grant vouchers certified to cases during month and, beginning with April 1935, value of commodities purchased by the FSA and used by the CCC.

⁶ Figures include earnings of persons certified as in need of relief and earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include earnings of enrolled persons only.

⁷ Figures estimated by the CCC by multiplying average monthly number of persons enrolled by average earnings per month through June 1936, \$67 for July-October, and \$66.25 for November and December. This average amount is based on amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

⁸ Figures for September 1935-June 1939 from the WPA, Division of Statistics, for subsequent months from the NYA, represent earnings during all pay-roll periods ended during month.

⁹ Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects and by the WPA, and, for July 1938 and subsequent months, earnings of persons employed on Federal agency projects financed by transfer of WPA funds; cover all pay-roll periods ended during month.

¹⁰ Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds; cover all pay-roll periods ended during monthly period ended on 15th of specified month.

¹¹ Figures from the WPA, Division of Statistics; represent estimated total earnings during month of persons employed under the Civil Works Program.

¹² For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

¹³ Less than \$900.

Table 3.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by months, 1933-39¹

[In thousands]

Year and month	Estimated unemploy- ed total *			Recipients of special types of public assistance ‡				Cases aided under spe- cial pro- grams of the Federal Emergency Relief Ad- ministra- tion §	Cases for which sub- sistence payments were cer- tified by the Farm Adminis- tration ¶	Persons employed under Federal work programs †					
	House- holds	Persons in these house- holds	Old-age assistance	Aid to dependent children		Aid to the blind	Cases receiving general relief †			Civilian Conser- vation Corps §	National Youth Administration ¶		Work Projects Adminis- tration ¶	Other Fed- eral work and con- struction projects ¶	Civil Works Pro- gram ¶
				Families	Children						Student aid	Work projects			
1933															
January	4,656	18,076	116	112	290	25	4,247	65					152		
February	4,908	19,080	116	108	270	24	4,512	65					168		
March	5,236	21,539	112	113	283	25	5,087	84					190		
April	5,405	21,969	110	111	278	24	5,185	67	21				221		
May	5,465	22,069	109	109	278	24	4,849	67	91				237		
June	5,032	19,485	108	108	272	25	4,462	68	243				208		
July	4,787	18,186	106	109	272	25	4,062	68	286				237		
August	4,628	17,841	105	110	275	24	3,940	63	286				208		
September	4,295	16,215	105	111	277	24	3,580	64	274				216		
October	4,265	16,438	104	111	277	25	3,647	67	282				257		
November	5,648	20,735	105	111	277	24	4,037	77	289				323	1,532	
December	7,230	25,573	107	112	285	25	3,246	101	290				330	3,597	
1934															
January	8,019	28,228	123	110	275	27	3,135	131	297				292	4,311	
February	7,913	28,228	123	109	275	26	3,284	169	293				285	3,854	
March	7,011	26,272	125	111	277	26	3,770	229	268				282	2,609	
April	6,436	23,182	125	110	272	26	4,636	297	256				375	1,105	
May	5,869	21,387	128	110	275	26	4,003	289	284				494	(*)	23
June	5,817	21,179	130	109	272	29	4,508	290	294				496	(*)	
July	5,964	21,779	134	110	275	32	4,003	295	316				606	(*)	
August	5,845	21,605	141	110	275	31	4,811	323	337				583	(*)	
September	6,260	22,905	145	109	272	31	4,877	384	330				527		
October	6,375	22,849	154	111	277	32	5,040	434	352				496		
November	6,552	23,431	164	111	277	32	5,040	441	350				471		
December	6,746	24,261	206	113	280	33	5,367	447	330				384		
1935															
January	6,934	24,835	240	108	270	33	5,279	460	358				308		
February	6,856	24,672	256	107	267	33	5,279	460	358				295		
March	6,885	24,465	263	108	270	32	5,432	472	347				285		
April	6,823	24,068	274	110	275	33	5,139	603	306				351		
May	6,735	23,646	281	110	275	32	5,139	627	338				447		
June	6,404	22,457	293	108	270	32	4,829	557	351				444		
July	6,175	21,627	314	110	275	34	4,693	458	401			(*)	444		
August	6,175	21,627	314	110	275	34	4,693	458	401			(*)	444		
September	5,792	20,153	326	110	275	33	4,615	389	481			220	463		
October	5,836	20,000	347	112	280	35	4,615	480	483	35		374	471		
November	5,731	19,604	359	113	282	34	3,995	480	480	184		705	506		
December	6,083	20,998	378	117	286	35	2,737	130	459	283		1,815	506		
							2,886	92				2,667	488		
1936															
January	6,033	20,910	430	123	304	37	2,919	40	426	321	17	2,880	460		
February	6,184	21,336	473	132	328	41	2,139	27	403	300	179	3,019	470		
March	6,192	21,256	506	132	328	43	2,011	23	355	300	183	2,629	470		
April	5,960	20,384	571	144	350	42	1,828	15	322	417	181	2,629	470		
May	5,908	19,183	607	149	360	43	1,658	13	348	401	178	2,307	773		
June	5,479	18,046	738	156	382	44	1,556	11	350	215	184	2,295	860		
July	5,479	18,046	738	156	382	44	1,556	11	350	215	184	2,295	860		
August	5,582	18,472	807	148	392	42	1,433	10	350	165	165	2,245	878		
September	5,715	18,819	899	140	346	44	1,389	9	350	162	162	2,349	878		
October	5,968	19,187	973	154	379	44	1,306	9	350	163	163	2,449	845		
November	6,042	19,356	1,035	158	389	45	1,406	9	350	172	172	2,546	790		
December	5,986	19,056	1,106	160	401	45	1,510	11	350	178	178	2,546	790		

1937

January.....	5,973	19,156	1,150	106	411	47	1,662	335	417	185	2,127	544
February.....	5,968	18,875	1,200	171	421	47	1,725	345	427	181	2,171	544
March.....	6,008	19,005	1,256	178	437	6	1,984	323	442	192	2,155	476
April.....	5,679	18,365	1,296	183	450	1	1,550	303	432	162	2,075	512
May.....	5,681	17,452	1,327	189	461	50	1,377	218	424	185	2,018	560
June.....	5,388	16,069	1,361	192	472	50	1,277	191	277	249	1,874	588
July.....	4,782	14,405	1,392	196	481	51	1,257	54	276	150	1,628	596
August.....	4,782	14,405	1,432	203	502	51	1,257	78	276	150	1,628	596
September.....	4,695	13,985	1,407	209	518	51	1,271	78	276	150	1,628	596
October.....	4,695	13,985	1,407	209	518	51	1,271	78	276	150	1,628	596
November.....	4,992	14,685	1,503	215	533	54	1,265	67	283	133	1,509	594
December.....	5,338	15,967	1,541	220	544	55	1,270	82	283	133	1,509	594
			1,577	228	565	56	1,368	109	304	136	1,460	466
							1,625				1,594	404

January.....	5,771	17,506	1,600	234	578	57	1,893	168	310	145	1,801	334
February.....	6,089	18,638	1,623	241	595	59	1,996	181	327	155	2,001	316
March.....	6,480	19,967	1,646	247	610	60	1,994	190	327	155	2,319	337
April.....	6,578	20,357	1,662	252	622	62	1,994	262	334	159	2,538	391
May.....	6,686	20,575	1,677	258	638	62	1,694	112	257	179	2,638	487
June.....	6,636	20,680	1,707	260	640	63	1,648	93	219	209	2,741	541
July.....	6,772	21,191	1,716	265	651	64	1,610	70	284	215	2,907	460
August.....	6,812	21,216	1,731	268	659	65	1,581	62	280	215	2,907	460
September.....	7,074	21,757	1,746	271	664	65	1,526	59	280	221	3,206	365
October.....	7,162	21,964	1,762	274	672	67	1,496	70	291	220	3,282	377
November.....	7,156	21,891	1,776	280	681	67	1,478	80	364	230	3,330	377
December.....							1,631	115	372	240	3,156	369

January.....	7,132	21,739	1,738	287	701	67	1,772	126	372	237	3,016	352
February.....	7,171	21,762	1,800	296	717	67	1,844	127	382	242	2,940	342
March.....	7,175	21,738	1,814	298	720	68	1,854	127	380	236	3,003	350
April.....	6,988	20,885	1,820	300	721	68	1,724	114	384	228	2,786	392
May.....	6,988	20,885	1,820	300	721	68	1,724	87	292	372	2,637	439
June.....	6,695	19,456	1,842	311	748	68	1,644	69	280	214	2,569	498
July.....	6,250	18,473	1,858	312	750	69	1,559	46	258	217	1,967	496
August.....	6,082	17,640	1,872	313	751	69	1,553	42	258	217	1,967	496
September.....	5,766	16,505	1,855	313	753	69	1,553	52	354	225	1,715	475
October.....	5,966	16,962	1,855	314	753	69	1,623	50	354	238	1,807	475
November.....	6,068	17,257	1,894	314	752	70	1,565	65	292	261	1,945	452
December.....	6,339	17,661	1,906	315	757	70	1,567	95	436	285	2,109	402

¹ Figures exclude administrative employees. Figures are partly estimated and subject to revision; incorporate revisions subsequent to publication of series in *Social Security Bulletin*, Vol. 3, No. 2 (February 1940), pp. 54-55.

² Estimated by the Work Projects Administration and the Social Security Board.

³ For January 1937, administrative employees included in the total number of persons employed on projects approved by the Federal, State, and local funds for programs administered under State laws without Federal participation.

⁴ Figures for January 1933-March 1937 from the WPA, Division of Statistics. Figures represent number aided during month. Figures for 1933-35 include cases receiving relief during month under the FERA, and estimates of general relief cases aided by local authorities from public funds.

⁵ Figures from the WPA, Division of Statistics; include cases receiving relief during month under emergency education, student aid, rural rehabilitation, and transient programs of emergency relief administered largely financed from FERA funds.

⁶ Figures from the WPA, Division of Statistics; represent net number of emergency grant vouchers certified to cases during month and, beginning with April 1936, net number of emergency grant commodities purchased by the WPA and distributed during month. Ordinarily only 1 grant voucher per case is certified per month.

⁷ Figures include persons certified as in need of relief and all other persons employed on work and construction projects.

⁸ Figures from the CCC; estimated for January 1933-April 1935; for subsequent months they are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month, except for the Indian Division for which averages are computed from daily reports.

⁹ Figures for September 1935-June 1939 from the WPA, Division of Statistics, for subsequent months from the NYA; represent number of different persons employed during month.

¹⁰ Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects operated by the WPA and, for July 1938 and subsequent months, persons employed on Federal agency projects financed by transfer of Public Works projects; figures from the Bureau of Labor Statistics; Division of Construction, for construction projects financed in whole or in part by Federal funds.

¹¹ Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects operated by the WPA and, for July 1938 and subsequent months, persons employed on Federal agency projects financed by transfer of Public Works projects; figures from the Bureau of Labor Statistics; Division of Construction, for construction projects financed in whole or in part by Federal funds.

¹² Figures from the WPA, Division of Statistics; represent estimated number of persons employed under the Civil Works Program during month.

¹³ For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

¹⁴ Less than 500 persons.

State and Local Assistance Programs

This summary presents Nation-wide monthly data on the number of recipients and the amount of payments to recipients under the programs for old-age assistance, aid to dependent children, aid to the blind, and general relief in the years 1933-39. Detailed data for States and Territories on the three special types of public assistance are presented for the last 4 years, 1936-39, in tables 5-35. State data on general relief are given in tables 36-41 for the period beginning April 1937, when the Social Security Board assumed responsibility for continuing the Nation-wide reporting series begun in 1933 under the Federal Emergency Relief Administration; for State data prior to April 1937 reference should be made to publications of the FERA and the WPA.⁴

The data presented for the three special types of public assistance include figures for recipients and payments under programs administered under

State plans approved by the Social Security Board and under similar programs administered without Federal participation. Monthly data for States administering programs without Federal participation are in italics. States without specific statutory provision for such assistance programs are excluded from the tables.⁵ For States administering programs under plans approved by the Social Security Board, data relate both to programs administered under such approved plans and to programs administered concurrently under State law without Federal participation.⁶ The tables also include recipients not eligible under the Federal act who are granted assistance under the State law and payments to these recipients as well as payments in excess of amounts toward which the Federal Government may contribute under the Social Security Act.

General relief is granted to unemployable persons ineligible for or not receiving the special types

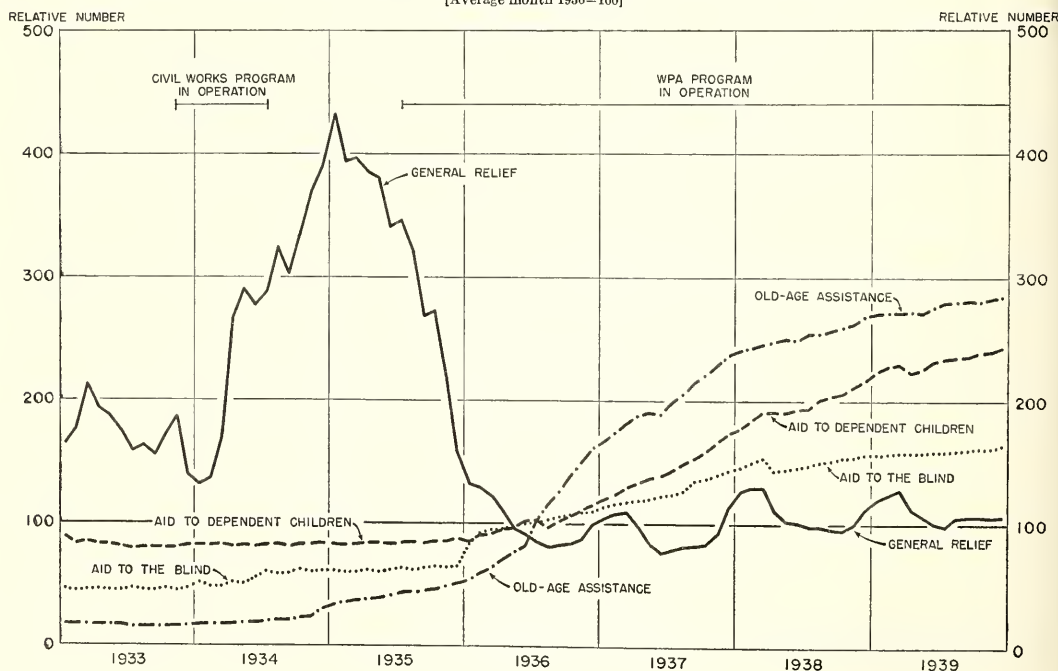
⁴ Federal Emergency Relief Administration, *Statistical Summary of Emergency Relief Activities, January 1933 through December 1935*; Works Progress Administration, *General Relief Statistics For the Fifteen-Month Period January 1936 through March 1937*.

⁵ Kentucky, which is excluded from tables 28-35, has a law for aid to the blind, but information on the status of the program is not available.

⁶ Inclusion of such concurrent programs in the data is indicated in footnotes to the tables.

Chart 3.—Public assistance: Payments to recipients of special types of public assistance and to cases receiving general relief in the continental United States, expressed as relative numbers, 1933-39

[Average month 1936=100]



of public assistance and to employable persons who cannot be employed under Federal work programs within the limits of existing appropriations. In many States general relief is given also to persons who receive, under other public programs, assistance or earnings which are inadequate to meet family or individual needs.

From the middle of 1933 when the FERA was established until the end of 1935 when the FERA determined its final grants to States, the general relief program was administered by State emergency relief administrations under the supervision

of the FERA. In addition, a very small amount of general relief was administered concurrently by other agencies—usually local poor-relief officials. During these years substantial amounts of general relief were granted in the form of work-relief payments. Since 1935 some work relief has been given, but the amount has been comparatively small. Work-relief payments under the general relief program presumably are based on the needs of the family or individual and not on wage rates and hours of employment as under the Federal work programs.

Table 4.—Public assistance: Recipients and amount of payments to recipients in the continental United States, by months, 1933-39¹

[In thousands]

Year and month	Recipients of special types of public assistance				Cases receiving general relief	Amount of payments to recipients ²				
	Old-age assistance	Aid to dependent children		Aid to the blind		Total	Old-age assistance	Aid to dependent children	Aid to the blind	General relief ³
		Families	Children							
1933 total						\$831,166	\$26,071	\$40,504	\$5,839	\$758,752
January	116	112	280	25	4,247	66,100	2,322	3,670	493	59,615
February	116	108	270	24	4,512	70,656	2,313	3,431	474	64,438
March	112	113	283	24	5,087	83,657	2,249	3,487	479	77,442
April	110	111	278	25	5,185	76,418	2,207	3,406	496	70,309
May	109	111	278	24	4,849	74,097	2,175	3,406	479	68,037
June	108	108	270	24	4,328	69,320	2,159	3,322	480	63,359
July	106	109	272	25	4,062	63,602	2,131	3,252	500	57,719
August	105	110	275	24	3,940	65,238	2,107	3,281	478	59,372
September	105	111	277	24	3,589	62,468	2,098	3,293	479	56,598
October	104	111	277	25	3,647	68,398	2,073	3,293	501	62,531
November	105	111	277	24	4,037	73,849	2,098	3,297	483	67,971
December	107	112	285	25	3,246	57,363	2,139	3,366	497	51,361
1934 total						1,280,363	32,244	40,686	7,073	1,200,360
January	123	110	275	27	3,135	54,627	2,342	3,389	543	48,353
February	123	109	272	26	3,284	56,427	2,331	3,361	516	50,219
March	125	111	277	26	3,770	67,325	2,373	3,413	514	61,026
April	125	109	272	27	4,656	104,184	2,371	3,353	543	97,917
May	128	110	275	26	4,636	112,283	2,426	3,385	530	105,942
June	130	109	272	29	4,508	107,903	2,474	3,353	591	101,485
July	134	110	275	32	4,603	111,969	2,553	3,381	637	105,598
August	141	110	276	31	4,841	125,240	2,672	3,401	618	118,549
September	145	109	272	31	4,877	117,737	2,750	3,357	628	111,002
October	154	111	277	33	4,920	129,016	2,919	3,409	662	122,026
November	164	111	277	32	5,096	142,946	3,114	3,413	639	135,780
December	206	113	280	33	5,367	150,706	3,919	3,471	652	142,664
1935 total						1,547,843	64,966	41,727	7,970	1,433,180
January	240	108	270	33	5,679	166,562	4,406	3,417	655	158,084
February	256	107	267	32	6,542	152,825	4,626	3,397	639	144,163
March	263	108	270	32	5,466	153,976	4,738	3,422	638	145,178
April	274	110	275	33	5,313	150,199	4,920	3,472	659	141,148
May	281	110	275	32	5,139	148,449	5,109	3,463	641	139,236
June	293	108	270	33	4,829	134,450	5,306	3,417	658	125,069
July	302	110	275	34	4,663	136,763	5,641	3,468	681	127,073
August	314	110	275	33	4,515	127,190	5,656	3,488	660	117,886
September	326	110	275	33	4,191	108,083	5,817	3,472	669	98,125
October	347	112	280	35	3,995	110,057	6,002	3,526	693	99,836
November	359	113	282	34	3,737	90,245	6,306	3,559	683	79,697
December	378	117	286	35	2,886	69,044	6,539	3,626	694	58,185
1936 total						656,520	155,239	49,463	12,813	439,004
January	430	123	304	37	2,219	69,671	7,018	3,523	884	48,245
February	473	132	328	41	2,139	59,503	7,713	3,760	979	47,051
March	505	132	328	43	2,011	57,826	8,273	3,797	1,019	44,737
April	571	144	350	42	1,828	54,480	9,247	3,942	1,024	40,268
May	607	149	360	43	1,658	50,079	9,902	3,993	1,045	35,140
June	650	156	382	44	1,556	49,226	10,609	4,222	1,070	33,326
July	788	158	388	42	1,453	49,369	13,088	4,254	1,082	30,945
August	807	148	362	43	1,434	49,838	14,947	4,017	1,102	29,771
September	899	140	346	44	1,389	51,815	16,288	4,212	1,122	30,193

See footnotes at end of table.

Assistance Payments

Payments to recipients under the four assistance programs may be made in the form of direct money payments, payments in kind, or payments for services in behalf of recipients. For the three special types of public assistance, data on assistance in kind or in the form of medical care have been collected by the Social Security Board only since July 1937; data for prior months include only direct money payments. The Social Security Act permits Federal participation only in direct money payments, and such payments represent almost the entire amount of assistance granted under

programs for the special types of public assistance. In December 1939 only 0.7 percent of the assistance payments under these programs was for assistance in kind and medical care. Payment under the general relief program, however, included a much greater proportion of such indirect payments. In December 1939, in 31 States for which such data are available, nearly 32 percent of payments for general relief was for relief in kind and medical care.

The data for the four programs exclude the cost of administration, hospitalization, and burials. For the general relief program they also exclude

Table 4.—Public assistance: Recipients and amount of payments to recipients in the continental United States by months, 1933-39—Continued

[In thousands]

Year and month	Recipients of special types of public assistance				Cases receiving general relief	Amount of payments to recipients ²				
	Old-age assistance	Aid to dependent children		Aid to the blind		Total	Old-age assistance	Aid to dependent children	Aid to the blind	General relief ³
		Families	Children							
October.....	973	154	379	44	1,396	\$54,381	\$18,004	\$4,379	\$1,144	\$30,554
November.....	1,035	158	389	45	1,406	57,131	19,363	4,567	1,163	32,029
December.....	1,106	160	401	45	1,510	63,199	20,788	4,797	1,179	36,435
1937 total.....						804,749	310,442	71,254	16,171	406,881
January.....	1,150	166	411	47	1,662	65,787	21,644	4,941	1,217	37,985
February.....	1,200	171	421	47	1,726	68,176	22,535	5,107	1,234	39,300
March.....	1,256	178	437	48	1,684	70,051	23,602	5,378	1,259	39,813
April.....	1,296	183	450	49	1,550	66,870	24,361	5,496	1,268	35,745
May.....	1,327	189	464	49	1,382	62,307	24,753	5,600	1,279	30,615
June.....	1,290	192	473	50	1,277	59,688	24,410	5,740	1,311	28,226
July.....	1,392	196	481	50	1,257	62,040	25,799	5,896	1,329	29,015
August.....	1,432	203	502	51	1,271	64,010	26,577	6,125	1,354	29,955
September.....	1,467	209	518	52	1,265	65,850	27,832	6,303	1,440	30,274
October.....	1,503	215	533	54	1,270	67,354	28,607	6,555	1,464	30,729
November.....	1,541	220	544	55	1,368	71,985	29,626	6,885	1,492	33,951
December.....	1,577	228	565	56	1,626	80,628	30,695	7,167	1,524	41,243
1938 total.....						985,183	392,386	97,446	19,152	476,199
January.....	1,600	234	578	57	1,893	86,507	31,186	7,357	1,560	46,404
February.....	1,623	241	595	59	1,996	87,780	31,403	7,572	1,598	47,207
March.....	1,646	247	610	60	1,994	88,755	31,782	7,874	1,629	47,471
April.....	1,662	252	622	60	1,815	82,991	32,072	7,880	1,527	41,113
May.....	1,677	256	630	62	1,696	79,078	32,319	7,886	1,536	37,337
June.....	1,657	258	638	62	1,648	78,572	32,276	7,987	1,562	36,747
July.....	1,707	260	640	63	1,610	78,421	32,826	8,013	1,583	35,999
August.....	1,716	265	651	64	1,581	79,059	32,915	8,301	1,598	36,244
September.....	1,731	268	659	65	1,526	78,670	33,260	8,390	1,616	35,405
October.....	1,746	271	664	65	1,496	78,696	33,626	8,507	1,630	34,933
November.....	1,762	274	672	66	1,518	80,844	33,981	8,740	1,648	36,476
December.....	1,776	280	684	67	1,631	86,212	34,740	8,940	1,667	40,865
1939 total.....						1,047,753	430,666	114,955	20,438	481,723
January.....	1,788	287	701	67	1,772	89,593	35,024	9,226	1,665	43,679
February.....	1,800	296	717	67	1,844	91,235	35,138	9,392	1,678	45,027
March.....	1,814	298	720	67	1,851	92,975	35,206	9,496	1,684	46,589
April.....	1,830	296	714	68	1,724	87,488	35,311	9,210	1,690	41,277
May.....	1,833	300	721	68	1,644	85,403	35,204	9,278	1,685	39,236
June.....	1,842	311	748	68	1,568	84,132	35,802	9,583	1,696	37,050
July.....	1,858	312	750	69	1,539	83,801	36,191	9,635	1,703	36,271
August.....	1,872	313	751	69	1,583	86,008	36,385	9,669	1,712	38,241
September.....	1,885	313	753	69	1,670	86,602	36,518	9,713	1,715	38,655
October.....	1,894	314	752	69	1,633	86,611	36,334	9,841	1,725	38,711
November.....	1,904	314	753	70	1,565	86,531	36,637	9,900	1,735	38,259
December.....	1,909	315	757	70	1,567	87,405	36,916	10,011	1,749	38,728

¹ Figures for 3 special types of public assistance for January 1933-January 1936 represent payments and recipients of payments from State and local funds only; for subsequent months, from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation. Data for general relief, January 1933-March 1937, from the Work Projects Administration, Division of Statistics; figures for 1933-35 include direct relief, relief and nonrelief employment (other

than administrative employees) under the general relief program of the Federal Emergency Relief Administration, and estimates for general relief administered by local authorities from public funds under the poor laws. All figures partly estimated.

² Excludes cost of administration and of hospitalization and burials.

³ Excludes cost of special programs and of materials, equipment, and other items incident to operation of work-relief programs.

the cost of materials, equipment, and other items incident to the operation of work-relief programs.

Recipients and Cases

Two terms are used to designate the individuals and families receiving assistance—"recipients" of the special types of public assistance and "cases" receiving general relief. Under the programs for

the special types of public assistance the term "recipient" has several meanings. The recipient of old-age assistance or aid to the blind is ordinarily an individual. In some States, however, joint grants of old-age assistance sometimes are made to two eligible individuals, e. g., husband and wife living in the same household, who are counted as one recipient. The recipient of aid to

Table 5.—Public assistance: Recipients and amount of payments to recipients in Alaska, Hawaii, and the Virgin Islands, by months, 1936-39¹

Year and month	Alaska ²				Hawaii						Virgin Islands ⁴		
	Old-age assistance		Old-age assistance		Aid to dependent children ³		Aid to the blind		General relief		General relief		
	Recipi- ents	Amount of pay- ments to recipi- ents	Recipi- ents	Amount of pay- ments to recipi- ents	Recipients		Amount of pay- ments to recipi- ents	Recipi- ents	Amount of pay- ments to recipi- ents	Cases	Amount of pay- ments to cases	Cases	Amount of pay- ments to cases
					Families	Children							
1936 total.....	-----	\$167,297	-----	\$77,660	-----	-----	-----	-----	-----	(⁵)	-----	-----	(⁵)
January.....	618	12,406	583	5,851	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
February.....	618	12,407	655	6,070	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
March.....	618	12,497	665	6,594	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
April.....	650	13,737	665	6,576	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
May.....	650	13,737	673	6,464	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
June.....	650	13,737	679	6,574	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
July.....	661	14,582	684	6,684	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
August.....	661	14,582	684	6,600	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
September.....	661	14,582	680	6,622	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
October.....	673	16,240	583	6,630	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
November.....	673	16,240	587	6,663	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
December.....	673	16,240	595	6,813	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
1937 total.....	-----	195,485	-----	164,545	-----	-----	\$196,876	-----	\$2,240	-----	(⁵)	-----	(⁵)
January.....	699	16,101	694	6,803	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
February.....	699	16,102	694	7,980	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
March.....	699	16,102	693	8,126	-----	-----	-----	-----	-----	(⁵)	(⁵)	(⁵)	(⁵)
April.....	699	16,170	696	8,488	-----	-----	-----	-----	-----	(⁵)	(⁵)	9	\$70
May.....	698	16,106	698	8,698	-----	-----	-----	-----	-----	(⁵)	(⁵)	4	7
June.....	698	16,105	813	10,249	697	2,492	21,635	-----	-----	(⁵)	(⁵)	10	101
July.....	666	15,295	1,167	15,182	751	2,665	24,684	\$0	\$0	(⁵)	(⁵)	637	1,149
August.....	562	15,170	1,233	16,129	738	2,656	24,237	\$0	\$0	(⁵)	(⁵)	633	1,137
September.....	577	15,680	1,319	17,138	790	2,791	26,032	\$0	\$0	(⁵)	(⁵)	637	1,143
October.....	602	15,850	1,342	17,570	830	2,939	31,834	\$0	\$0	(⁵)	(⁵)	632	1,160
November.....	612	17,125	1,357	18,655	842	2,959	33,805	56	1,120	(⁵)	(⁵)	622	1,136
December.....	688	19,680	1,412	19,527	861	2,987	34,749	56	1,120	(⁵)	(⁵)	640	1,142
1938 total.....	-----	307,737	-----	255,562	-----	-----	363,749	-----	10,381	-----	(⁵)	-----	14,684
January.....	709	20,230	1,569	21,459	873	3,021	35,510	44	683	(⁵)	(⁵)	650	1,162
February.....	752	21,245	1,569	19,674	879	3,034	29,266	47	649	(⁵)	(⁵)	632	1,150
March.....	794	22,145	1,407	17,886	889	3,038	28,852	49	678	(⁵)	(⁵)	652	1,166
April.....	856	23,492	1,607	20,091	880	3,146	29,291	49	667	(⁵)	(⁵)	651	1,163
May.....	903	24,697	1,703	21,188	919	3,243	30,336	62	897	(⁵)	(⁵)	631	1,167
June.....	950	26,892	1,715	21,739	892	3,146	29,618	66	992	(⁵)	(⁵)	795	1,468
July.....	1,001	27,106	1,773	22,401	894	3,134	29,690	66	990	\$50	\$15,340	637	1,210
August.....	1,021	27,726	1,762	22,070	868	3,082	29,265	64	942	918	15,570	662	1,243
September.....	1,039	28,211	1,761	22,034	863	3,052	28,886	64	971	1,013	17,103	666	1,244
October.....	1,045	28,546	1,766	22,208	860	3,046	28,829	69	994	955	15,939	676	1,244
November.....	1,051	28,791	1,783	22,424	915	3,227	31,583	68	967	922	19,129	656	1,229
December.....	1,078	29,656	1,771	22,388	941	3,361	32,624	67	951	843	16,240	661	1,233
1939 total.....	-----	469,078	-----	282,004	-----	-----	388,038	-----	11,436	-----	192,917	-----	14,973
January.....	1,114	30,668	1,776	22,280	942	3,358	32,280	66	913	939	16,120	639	1,219
February.....	1,137	31,369	1,772	22,346	967	3,433	33,486	67	949	1,015	16,078	650	1,232
March.....	1,172	32,150	1,771	22,290	979	3,473	34,251	67	990	1,227	16,708	645	1,227
April.....	1,202	33,025	1,772	22,487	989	3,461	34,658	68	988	1,186	23,897	650	1,233
May.....	1,209	33,530	1,773	22,470	995	3,475	34,867	70	1,027	1,020	20,776	617	1,241
June.....	1,220	33,655	1,788	22,568	1,006	3,511	35,769	69	1,013	855	16,543	649	1,237
July.....	1,246	34,330	1,778	22,449	994	3,506	35,407	69	993	656	10,652	641	1,242
August.....	1,269	35,095	1,785	18,973	862	3,040	27,092	67	872	866	7,965	664	1,258
September.....	1,280	35,625	1,707	18,667	854	3,024	27,074	69	893	696	11,636	666	1,261
October.....	1,304	36,212	1,717	18,882	916	3,193	29,722	70	920	761	13,366	672	1,276
November.....	1,314	36,577	1,713	18,953	932	3,293	30,961	71	933	773	13,572	667	1,267
December.....	1,327	37,022	1,714	19,634	979	3,393	32,471	70	945	872	16,604	675	1,280

¹ Figures italicized represent program administered without Federal participation.

² Not administering aid to the blind. Data not available for general relief and for aid to dependent children, which is administered without Federal participation.

³ Estimated for June 1937-May 1938.

⁴ Not administering 3 special types of public assistance.

⁵ Not available.

⁶ Federal funds available but no payments made.

dependent children is a family consisting of one or more dependent children under 16 years of age⁷ living with at least one adult relative.⁸ The general relief "case" may consist of a family, a group of unrelated persons living together as a social and economic unit, or an individual.

⁷ Some States have always granted aid from State and local funds in behalf of children 16-18 years of age. Under the amendments to the Social Security Act approved in August 1939, Federal funds are available to all States for payments in behalf of children aged 16-18 who are regularly attending school.

⁸ According to reports for the fiscal year ended June 30, 1939, 71.3 percent of all children in families accepted for aid during the year were living with their mother only; 2.7 percent with their father only; 20.0 percent with both parents; and 6.0 percent with other relatives or unrelated persons. The average number of children per family was 2.3.

Development of the Programs

The year 1936 was an important turning point in the development of the four State and locally administered assistance programs. In February 1936 the Social Security Board made its first grants to the States for the special types of public assistance. The availability of Federal funds under the Social Security Act has been of primary importance in the marked expansion since that time in programs for old-age assistance, aid to dependent children, and aid to the blind; the influence of the inauguration of the social security

Table 6.—Public assistance: Amount of payments to recipients in the continental United States, by States and by years, 1936-39¹

(In thousands)

State	Old-age assistance				Aid to dependent children				Aid to the blind				General relief ²		
	1936	1937	1938	1939	1936	1937	1938	1939	1936	1937	1938	1939	1937 ³	1938	1939
Total	\$155,239	\$310,442	\$392,386	\$430,666	\$49,463	\$71,254	\$97,446	\$114,955	\$12,813	\$16,171	\$19,152	\$20,438	\$289,784	\$476,199	\$481,723
Alabama	930	1,558	1,530	1,917	614	713	929	837	22	49	56	129	283	250	
Arizona	588	788	1,914	2,315	152	442	683	942	14	51	96	529	614	460	
Arkansas	899	1,850	1,734	1,248	224	601	504	390	33	72	63	49	276	264	220
California	15,179	30,838	45,332	51,344	3,182	4,131	5,756	6,948	1,756	2,306	3,283	3,755	20,495	37,401	47,552
Colorado	6,171	11,225	12,708	13,831	447	1,162	1,346	1,723	142	186	201	209	1,879	2,044	2,348
Connecticut	1,974	4,153	4,599	5,043	778	1,773	888	818	21	33	66	3,477	6,943	6,378	
Delaware	296	381	343	350	111	151	185	182	—	—	—	—	172	437	
District of Columbia	146	711	957	997	665	676	663	477	10	44	65	87	683	609	514
Florida	184	2,132	1,570	5,669	259	262	288	879	18	26	248	373	451	663	709
Georgia	—	855	3,414	2,711	—	232	1,048	989	—	32	144	134	655	557	429
Idaho	1,676	2,178	2,215	2,175	383	699	793	860	60	74	76	75	311	499	371
Illinois	5,035	23,049	26,330	30,716	1,950	1,941	2,016	2,016	1,944	2,268	2,456	2,460	31,551	47,843	48,433
Indiana	3,771	7,290	8,847	12,950	366	2,747	4,587	5,470	198	412	546	585	3,009	9,528	8,328
Iowa	4,780	7,150	11,394	12,497	600	657	744	744	192	111	297	384	4,599	6,265	6,207
Kansas	—	753	4,372	6,397	42	254	1,434	1,949	—	17	193	255	2,229	2,753	3,445
Kentucky	233	3,758	3,826	4,686	109	106	99	116	(⁴)	(⁴)	(⁴)	(⁴)	391	635	536
Louisiana	867	2,646	3,151	3,878	732	1,772	2,211	2,842	—	28	103	151	999	1,200	1,294
Maine	351	597	2,206	3,011	488	558	604	620	204	282	335	343	2,222	3,158	2,760
Maryland	1,769	2,944	3,558	3,683	1,610	2,150	2,745	2,851	81	141	150	165	1,232	2,433	2,575
Massachusetts	9,796	19,212	23,668	27,003	3,349	4,526	6,259	7,450	199	213	269	306	14,881	24,033	22,093
Michigan	5,202	9,470	14,923	15,530	2,214	4,158	5,524	6,118	33	144	177	215	9,312	27,139	17,836
Minnesota	7,618	14,163	15,313	16,401	1,596	1,694	2,414	3,252	97	109	181	252	8,139	12,260	12,633
Mississippi	932	855	1,084	1,728	32	10	11	8	20	—	—	—	49	36	51
Missouri	4,027	8,847	14,482	17,120	112	141	1,474	2,402	2,558	1,540	1,088	4,064	4,972	4,375	
Montana	725	2,501	2,977	2,716	224	359	650	694	—	12	36	48	4,064	1,193	966
Nebraska	3,057	5,055	5,039	5,126	483	1,122	1,325	1,472	60	125	138	144	801	1,238	1,406
Nevada	92	164	620	702	56	47	38	38	2	3	3	3	117	518	
New Hampshire	672	901	1,031	1,211	139	152	162	225	54	68	76	85	1,680	2,839	2,350
New Jersey	3,346	4,877	5,861	6,927	3,238	3,606	3,870	3,951	114	130	154	172	10,694	21,678	18,321
New Mexico	228	494	549	564	98	320	387	432	11	32	37	37	161	149	157
New York	15,596	25,598	30,550	32,447	12,388	13,217	17,448	21,011	417	469	703	792	84,652	125,675	122,627
North Carolina	—	703	3,227	3,599	62	257	1,274	1,483	22	111	334	346	378	417	433
North Dakota	538	1,361	1,565	1,758	15	15	371	805	—	23	30	1,223	1,211	967	
Ohio	20,878	27,843	30,015	31,791	2,391	4,000	5,088	4,907	647	791	895	930	11,747	21,629	20,400
Oklahoma	2,715	11,028	12,206	14,900	717	1,629	2,604	2,535	—	256	360	383	1,327	1,844	708
Oregon	2,188	3,239	4,427	6,105	288	325	603	839	37	118	131	135	1,437	2,343	1,913
Pennsylvania	11,752	22,641	23,295	20,601	3,649	6,091	7,281	10,984	2,947	3,749	4,182	4,464	43,255	76,226	93,316
Rhode Island	401	984	1,358	1,454	352	465	542	625	—	5	6	8	2,024	3,220	3,540
South Carolina	—	197	2,187	2,253	—	85	681	805	—	17	105	111	60	340	284
South Dakota	409	2,035	3,675	3,295	330	386	394	580	—	—	36	47	628	825	838
Tennessee	—	541	3,461	3,924	73	469	2,112	2,148	—	29	208	229	601	334	321
Texas	7,595	19,351	18,506	17,800	40	35	12	10	—	—	—	—	817	1,388	1,354
Utah	925	2,284	3,657	3,406	550	853	1,063	1,286	44	73	68	65	812	902	1,363
Vermont	547	670	903	1,031	70	82	91	100	20	25	28	37	549	810	779
Virginia	—	—	—	—	—	46	81	309	—	—	—	—	20	130	903
Washington	4,737	8,358	9,952	10,248	1,316	2,179	2,098	1,896	265	340	398	371	4,808	5,028	3,351
West Virginia	72	2,877	3,040	2,830	—	861	1,464	1,715	—	115	155	157	1,569	2,278	1,619
Wisconsin	5,816	8,469	9,937	11,975	2,793	3,588	4,394	5,157	520	619	521	542	6,367	10,418	12,406
Wyoming	496	698	747	864	146	233	214	256	67	67	67	52	169	331	378

¹ From Federal, State, and local funds for States administering these programs under the Social Security Act and from State and local funds only in States administering programs under State law without Federal participation; for data on Alaska, Hawaii, and the Virgin Islands, see table 5.

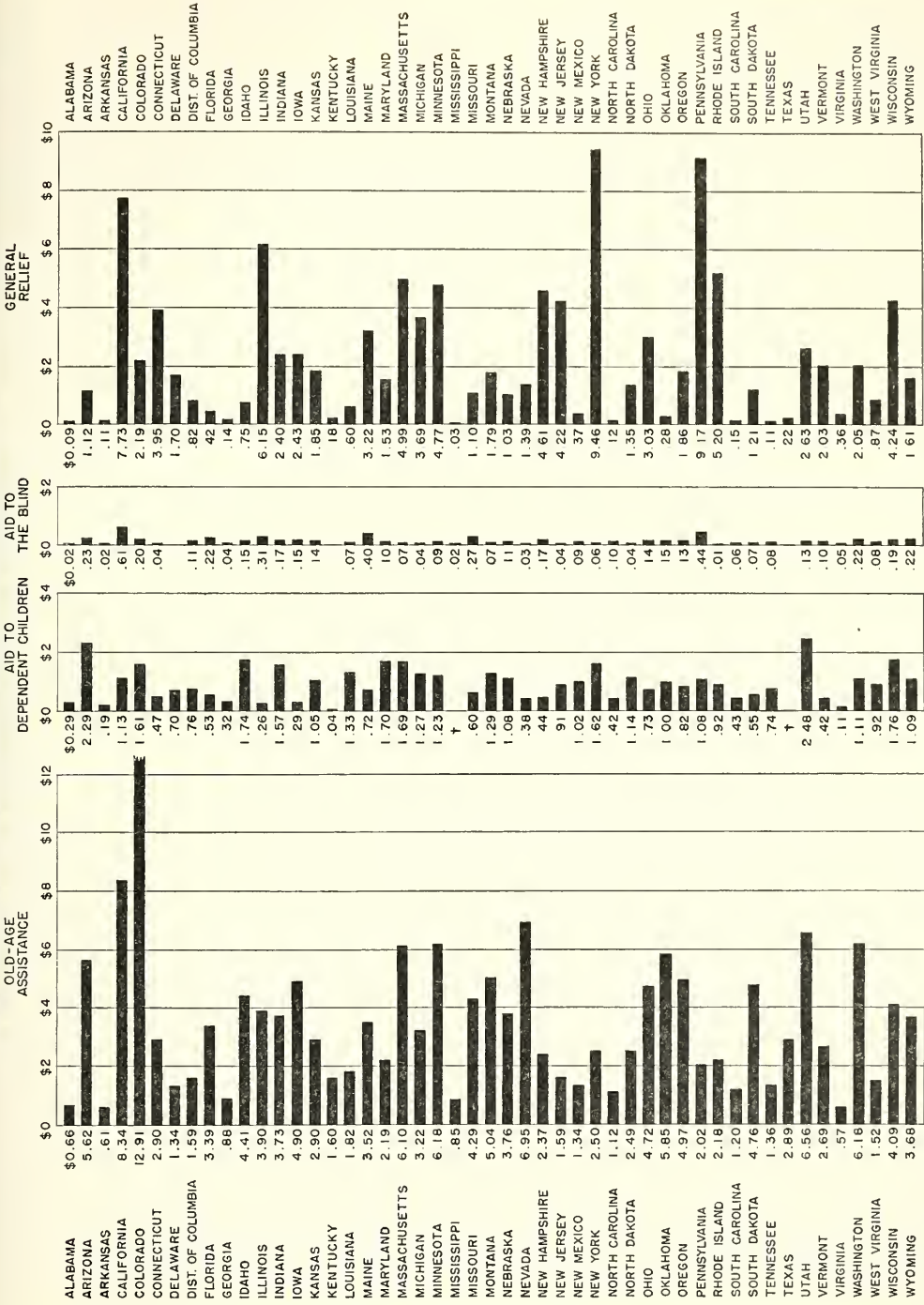
² For January 1936-March 1937, see Works Progress Administration, *Gen-*

eral Relief Statistics for the Fifteen-Month Period January 1936 through March 1937.

³ April-December only.

⁴ Information on status of program not available.

Chart 4.—Public assistance: Amount per inhabitant for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind and to cases receiving general relief in the continental United States, by States, 1939



† Less than 1 cent.

program and of the withdrawal of the Federal Government from participation in the general relief program at the close of the previous year is reflected in chart 3.

Old-Age Assistance

Of the three assistance programs under the Social Security Act, that for old-age assistance has expanded most rapidly. The first enduring law providing old-age assistance was passed in Alaska in 1915, but progress in legislation was slow; at the end of 1928 only 6 States and Alaska had

statutory provisions for aid to the aged.⁹ By the end of 1934, 28 States and 2 Territories had such statutes. In only 10 States, however, was the program State-wide in operation, and in 3 States the old-age assistance law was entirely inoperative because of lack of funds.¹⁰ Subsequently, under the stimulus of the Federal Social Security Act, other States hastened to enact old-age assistance legislation, and by September 1938 all 51 jurisdictions

⁹ *Social Security in America*, published by the Social Security Board for the Committee on Economic Security, 1937. p. 160.

¹⁰ *Ibid.*, p. 163.

Table 7.—Public assistance: Amount per inhabitant¹ for payments to recipients in the continental United States by States and by years, 1936-39²

State	1936			1937			1938				1939			
	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	General relief	Old-age assistance	Aid to dependent children	Aid to the blind	General relief
Total	\$1.38	\$0.40	\$0.13	\$2.45	\$0.55	\$0.14	\$3.04	\$0.75	\$0.16	\$3.68	\$3.33	\$0.89	\$0.17	\$3.68
Alabama	.32	.21		.54	.25	.01	.63	.32	.02	.10	.66	.29	.02	.10
Arizona	1.45	.37	.04	1.86	1.07	.12	4.65	1.66	.20	1.25	5.62	2.29	.23	1.40
Arkansas	.44	.11	.02	.90	.29	.04	.85	.25	.03	.13	.61	.19	.02	.70
California	2.51	.53	.29	5.01	.67	.37	7.37	.94	.53	6.08	8.34	1.13	.61	7.00
Colorado	5.79	.42	.13	10.48	1.09	.18	11.87	1.26	.19	1.91	12.91	1.61	.20	2.00
Connecticut	1.14	.45	.01	2.39	.45	.01	2.64	.51	.02	3.99	2.90	.47	.04	3.10
Delaware	1.14	.43		1.46	.58		1.31	.71		1.67	1.34	.70		1.30
District of Columbia	.24	1.07	.02	1.13	1.08	.07	1.53	1.06	.10	.97	1.59	.76	.11	1.00
Florida	.11	.16	.01	1.28	.16	.02	3.10	.17	.15	.40	3.39	.53	.22	.30
Georgia				.28	.08	.01	1.11	.34	.05	.18	.88	.32	.04	
Idaho	3.46	.79	.12	4.42	1.42	.15	4.49	1.61	.15	1.01	4.41	1.74	.15	.70
Illinois	.64	.25	.25	2.93	.25	.29	3.34	.26	.31	6.07	3.90	.26	.31	6.00
Indiana	1.09	.11	.06	2.10	.79	.12	2.55	1.32	.16	2.74	3.73	1.57	.17	2.00
Iowa	1.88	.24	.08	2.80	.26	.04	4.46	.29	.12	2.45	4.90	.29	.15	2.00
Kansas	.62	.04		.40	.14	.01	2.35	.77	.10	1.48	2.90	1.05	.14	1.00
Kentucky	.08		(?)	1.29	.08	(?)	1.31	.08	(?)	.18			(?)	
Louisiana	.41	.35		1.24	.83	.01	1.48	1.04	.05	.56	1.82	1.33	.07	.70
Maine	.45	.57	.24	.70	.65	.33	2.58	.71	.39	3.69	3.52	.72	.40	3.00
Maryland	1.06	.96	.05	1.75	1.28	.08	2.12	1.64	.09	1.45	2.19	1.70	.10	1.00
Massachusetts	2.21	.76	.04	4.34	1.02	.05	5.35	1.41	.06	5.43	6.10	1.69	.07	4.00
Michigan	1.09	.46	.01	1.96	.91	.03	3.09	1.14	.04	5.62	3.22	1.27	.04	3.00
Minnesota	2.89	.61	.04	5.34	.64	.04	5.77	.91	.07	4.62	6.18	1.23	.09	4.00
Mississippi	.46	.02	.01	.42	.01		.54	.01	(?)	.02	.85		.02	
Missouri	1.02	.03	.65	2.22	.04	.64	3.63	.37	.39	1.25	4.29	.60	.27	1.00
Montana	1.37	.42		4.64	.67		5.52	1.22	.02	2.21	5.04	1.29	.07	1.00
Nebraska	2.24	.35	.05	3.71	.82	.09	3.69	.97	.10	.92	3.76	1.08	.11	1.00
Nevada	.92	.56	.02	1.63	.46	.02	6.14	.37	.03	1.16	6.95	.38	.03	1.00
New Hampshire	1.32	.27	.11	1.77	.30	.13	2.02	.32	.15	5.57	2.37	.44	.17	4.00
New Jersey	.77	.75	.03	1.12	.83	.68	1.35	.89	.04	4.99	1.59	.91	.04	4.00
New Mexico	.54	.23	.03	1.17	.77	.08	1.30	.32	.09	.35	1.34	1.02	.09	
New York	1.21	.96	.03	1.98	1.02	.04	2.36	1.35	.05	9.70	2.50	1.62	.06	9.00
North Carolina		.02	.01	.20	.07	.03	.92	.36	.10	.12	1.12	.42	.10	.10
North Dakota	.77			1.93	.03	.02	2.22	.53	.03	1.72	2.49	1.14	.04	1.00
Ohio	3.11	.36	.10	4.14	.59	.12	4.46	.76	.13	3.21	4.72	.73	.14	3.00
Oklahoma	1.07	.28		4.33	.64	.10	4.79	1.02	.14	2.72	5.85	1.00	.15	2.00
Oregon	2.15	.28	.04	3.15	.32	.11	4.31	.59	.13	2.17	4.97	.82	.13	1.00
Pennsylvania	1.16	.36	.29	2.22	.60	.37	2.29	.72	.41	7.49	2.02	1.08	.44	9.00
Rhode Island	.59	.52		1.45	.68	.01	2.04	.80	.01	4.73	2.18	.92	.01	5.00
South Carolina				.21	.05	.01	1.17	.36	.06	.18	1.20	.43	.06	.10
South Dakota	.59	.48		2.94	.56		5.31	.55	.05	1.19	4.76	.55	.07	1.00
Tennessee		.03		.19	.16	.01	1.20	.73	.07	.12	1.36	.74	.05	.10
Texas	1.24	.01		3.14	.01		3.00	(?)	.22	2.89		(?)	.2	
Utah	1.79	1.07	.09	4.40	1.64	.14	7.05	2.05	.13	1.74	6.56	2.48	.13	2.00
Vermont	1.44	.18	.05	1.75	.21	.07	2.36	.24	.07	2.12	2.69	.42	.10	2.00
Virginia		.02			.02		.07	.03	.01	.45	.57	.11	.05	.30
Washington	2.88	.80	.16	5.04	1.31	.20	6.00	1.27	.24	3.03	6.18	1.11	.22	2.00
West Virginia	.04			1.54	.46	.06	1.63	.79	.08	1.36	1.52	.92	.08	.80
Wisconsin	2.90	.96	.18	2.89	1.23	.18	3.40	1.50	.18	3.56	4.09	1.76	.19	4.00
Wyoming	2.13	.63	.29	2.97	.99	.28	3.18	.91	.24	1.41	3.68	1.09	.22	1.20

¹ Based on total population (estimated by the U. S. Bureau of the Census) as of July 1, 1937, except for 1936 which is based on estimated population as of July 1, 1936.

² See footnotes to tables 8-11, 16-19, 28-31, 37, and 38.

³ Information on status of program not available.

⁴ Less than 1 cent.

Table B.—*Old-age assistance: Amount of payments to recipients, by States and by months, 1930*
 [Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	\$155,484,361	\$7,036,806	\$7,731,144	\$8,292,206	\$9,265,019	\$9,921,757	\$10,629,602	\$13,108,550	\$14,967,997	\$16,309,462	\$18,025,609	\$19,384,758	\$20,809,849
Alabama.....	929,331	32,203	48,446	17,550	34,861	36,097	89,476	101,394	113,093	118,617	113,436	114,635	115,023
Alaska.....	167,297	12,406	12,107	12,407	13,737	13,737	13,737	14,352	14,352	14,352	16,240	16,240	16,240
Arizona.....	638,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000
Arkansas.....	898,413	65,714	74,937	83,753	890,444	936,774	905,243	925,293	1,004,423	1,042,231	1,144,201	1,262,822	1,381,822
California.....	15,171,093	655,144	565,669	575,223	384,237	356,112	405,650	450,650	429,326	429,312	693,170	713,102	735,020
Connecticut.....	1,973,093	15,669	16,017	16,713	18,097	137,204	177,961	224,065	254,359	265,586	284,265	286,702	305,520
Delaware.....	1,295,037	15,669	16,017	16,713	18,097	137,204	177,961	224,065	254,359	265,586	284,265	286,702	305,520
District of Columbia.....	145,949	15,669	16,017	16,713	18,097	137,204	177,961	224,065	254,359	265,586	284,265	286,702	305,520
Florida.....	184,413	15,669	16,017	16,713	18,097	137,204	177,961	224,065	254,359	265,586	284,265	286,702	305,520
Hawaii.....	1,676,918	6,861	6,070	6,394	6,376	143,872	149,386	152,953	174,770	178,967	181,244	184,404	184,404
Idaho.....	1,036,446	15,669	16,017	16,713	18,097	137,204	177,961	224,065	254,359	265,586	284,265	286,702	305,520
Illinois.....	5,035,446	245,818	265,338	267,606	257,680	248,108	251,648	296,004	290,353	349,646	416,410	462,794	496,962
Indiana.....	4,770,940	219,445	342,092	376,170	428,455	431,688	430,291	449,398	418,315	428,037	430,568	432,352	432,352
Iowa.....	233,116	1,000	1,000	1,000	1,000	1,000	1,000	99,340	106,153	114,066	135,238	140,433	145,039
Kentucky.....	897,283	1,000	1,000	1,000	1,000	1,000	1,000	99,340	106,153	114,066	135,238	140,433	145,039
Louisiana.....	1,708,698	37,912	100,719	111,514	128,068	132,157	125,125	160,903	168,000	173,684	185,923	192,723	205,499
Maine.....	9,795,075	642,602	636,435	636,652	650,506	680,857	665,697	688,184	719,232	713,671	1,033,822	1,186,661	1,281,606
Massachusetts.....	5,202,388	166,086	321,159	368,742	408,106	434,780	453,992	476,340	490,162	500,008	517,338	525,606	538,529
Michigan.....	7,617,647	87,840	87,692	133,253	394,423	608,166	715,531	758,554	842,191	916,416	960,856	1,012,304	1,063,951
Minnesota.....	831,527	156,659	143,703	143,703	143,703	139,149	138,312	457,472	458,084	458,084	622,722	647,332	647,332
Mississippi.....	4,770,940	219,445	342,092	376,170	428,455	431,688	430,291	449,398	418,315	428,037	430,568	432,352	432,352
Missouri.....	725,214	1,000	1,000	1,000	1,000	1,000	1,000	99,340	106,153	114,066	135,238	140,433	145,039
Montana.....	3,056,578	7,650	7,650	91,805	228,809	275,217	319,073	305,300	314,859	338,878	363,672	394,652	423,520
Nebraska.....	91,800	7,650	7,650	91,805	228,809	275,217	319,073	305,300	314,859	338,878	363,672	394,652	423,520
Nevada.....	672,116	42,280	43,916	45,674	49,433	62,634	65,390	57,006	61,080	63,617	65,663	66,907	68,310
New Hampshire.....	3,345,624	235,856	256,804	240,577	243,140	247,175	262,680	272,314	292,630	311,857	327,302	338,543	351,436
New Jersey.....	227,865	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946
New Mexico.....	15,695,907	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946
New York.....	638,010	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946
North Dakota.....	20,878,220	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946
Ohio.....	2,714,599	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966
Oklahoma.....	2,188,473	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966
Oregon.....	11,111,000	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966
Pennsylvania.....	409,669	15,912	15,912	21,502	23,898	26,602	29,606	33,630	37,514	40,843	45,078	51,966	56,112
Rhode Island.....	7,994,897	10,044	8,457	66,563	75,859	78,031	79,818	940,267	1,177,752	1,262,742	1,336,673	1,405,682	1,475,504
South Dakota.....	924,523	10,044	8,457	66,563	75,859	78,031	79,818	940,267	1,177,752	1,262,742	1,336,673	1,405,682	1,475,504
Texas.....	147,026	42,801	40,473	40,226	45,902	45,580	46,118	46,130	46,130	45,937	528,866	555,844	569,670
Vermont.....	4,772,221	236,867	246,380	271,103	306,220	332,725	360,837	393,012	436,284	497,016	528,866	555,844	569,670
Washington.....	5,816,259	187,468	273,068	359,878	429,332	481,519	517,560	543,865	564,134	584,955	607,241	626,870	640,229
Wisconsin.....	496,452	8,274	9,562	37,004	41,741	43,058	47,037	49,259	51,156	51,651	51,850	52,505	53,375
Wyoming.....	15,695,907	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946	1,253,946

1 Excludes cost of administration and of hospitalization and burials. Figures not italicized represent

payments by the Social Security Board. Figures italicized partly estimated; represent payments in

States administering old-age assistance under State law without Federal participation. States not

listed did not administer an old-age assistance program during 1936.

2 No payments made because of change in accounting procedure.

3 No payments made because of change in accounting procedure.

4 Federal funds not available and no payments made under State law without Federal participation.

tions eligible for Federal grants were administering old-age assistance under plans approved by the Social Security Board.

Aid to Dependent Children

Before 1936 the State programs for aid to dependent children, or mothers' aid as it was then commonly called, were in general more highly developed than those for old-age assistance. Since February 1936, when Federal grants first became available for aid to dependent children, this type of assistance has expanded rapidly, but the growth has been substantially less than that in the program for the aged. The first State law for aid to dependent children or mothers' aid was passed in Illinois in 1911, and thereafter this form of assistance spread rapidly. Twenty States enacted their first laws for such assistance during the 5 years from 1910 through 1914 and 19 States from 1915 through 1919. Only 7 of the 46 jurisdictions providing such aid in December 1935 had introduced their first mothers' aid legislation after 1919.¹¹ Since 1936 additional States have enacted or amended laws for aid to dependent children, but a few States continue to administer the program from State and local funds only. Programs for aid to dependent children were in operation in all 51 jurisdictions in December 1939; 9 States (Alaska, Connecticut, Illinois, Iowa, Kentucky, Mississippi, Nevada, South Dakota, and Texas) were administering such programs without Federal participation.

Aid to the Blind

Many of the State programs for aid to the blind were well established long before the Social Security Act became operative. Three States (Illinois, Ohio, and Wisconsin) had enacted laws providing aid to the blind prior to 1910, but further extension of such legislation was distributed over a wide span of years.¹² As in the case of the program for aid to dependent children, that for aid to the blind has less than Nation-wide coverage in Federal, State, and local participation. In December 1939 aid to the blind was provided in 47 States, and in 43 of these under plans approved by the Social Security Board. The 4 States administering aid to the blind without Federal participation are Illinois, Missouri, Nevada, and

Pennsylvania. Three jurisdictions (Alaska, Delaware, and Texas) do not administer aid to the blind; information on the status of the program in Kentucky is not available.

General Relief

Prior to 1936 the trend of general relief was affected by the creation of the FERA, the operation of the Civil Works Program, and changing economic and seasonal conditions. Although FERA grants to States first were made in May 1933, general relief payments decreased during the summer months of that year. The usual upward trend in the program during the winter months was reversed during the operation of the CWA program from November 1933 to July 1934. After the liquidation of the CWA program, general relief payments increased rapidly until January 1935, the all-time peak month in this program. The abrupt decline thereafter was partly seasonal. It was not until August 1935 that the WPA program, which displaced the work-relief program of the FERA, began to get under way.

Since 1936 the volume of expenditures for general relief payments has at no time been as great as at the beginning of 1933. The lower levels of obligations incurred for payments in 1936 and subsequent years reflect in large part the growth of the WPA program as well as the development of programs for the special types of public assistance and the inauguration, in and after 1938 of benefit payments under State unemployment compensation laws. Before 1938, unemployment benefits were payable only in Wisconsin. There is no doubt, however, that the levels of expenditures for general relief after 1936 would have been higher, despite the development of other programs if there had been no stringency of State and local funds.

Expenditures for Assistance

The relationships among the four assistance programs and the variations in the continental United States are shown in table 7 and chart 4 in terms of expenditures per inhabitant for assistance payments. Expenditures per inhabitant vary widely among the States. Differences in the extent of Federal participation in the various programs account in part for differences in amounts expended for payments to recipients under the programs. The special types of public

¹¹ Geddes, Anne E., *Trends in Relief Expenditures, 1910-1935*, Research Monograph X, Works Progress Administration, 1937, p. 3.

¹² *Ibid.*, p. 3.

Table 9.—Old-age assistance: Amount of payments to recipients, by States and by months, 1937
 [Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$310,792,980	\$21,067,170	\$22,559,350	\$23,625,849	\$24,385,414	\$24,777,936	\$24,436,698	\$25,829,873	\$26,698,569	\$27,865,117	\$28,640,469	\$29,661,716	\$30,733,959
Alabama	1,558,426	111,909	112,916	114,934	120,103	116,758	123,031	128,703	136,045	138,566	149,067	161,829	154,535
Alaska	195,485	16,101	16,102	16,102	16,102	16,102	16,102	16,102	16,102	16,102	16,102	16,102	16,102
Arizona	708,112	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000
Arkansas	1,880,083	138,414	133,930	133,930	133,930	133,930	133,930	133,930	133,930	133,930	133,930	133,930	133,930
California	30,837,735	2,147,675	2,147,675	2,147,675	2,147,675	2,147,675	2,147,675	2,147,675	2,147,675	2,147,675	2,147,675	2,147,675	2,147,675
Colorado	11,225,374	749,572	749,572	749,572	749,572	749,572	749,572	749,572	749,572	749,572	749,572	749,572	749,572
Connecticut	4,322,817	32,097	32,097	32,097	32,097	32,097	32,097	32,097	32,097	32,097	32,097	32,097	32,097
Delaware	1,310,927	89,855	97,700	106,251	112,307	57,650	60,746	62,740	63,251	66,033	67,737	70,593	73,244
District of Columbia	2,131,927	89,855	97,700	106,251	112,307	57,650	60,746	62,740	63,251	66,033	67,737	70,593	73,244
Florida	855,485	151,945	151,945	151,945	151,945	151,945	151,945	151,945	151,945	151,945	151,945	151,945	151,945
Georgia	151,945	151,945	151,945	151,945	151,945	151,945	151,945	151,945	151,945	151,945	151,945	151,945	151,945
Hawaii	2,040,169	186,238	186,238	186,238	186,238	186,238	186,238	186,238	186,238	186,238	186,238	186,238	186,238
Illinois	7,290,431	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447
Indiana	7,290,431	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447
Iowa	7,290,431	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447
Kansas	752,854	154,863	178,988	202,322	248,491	314,704	354,748	389,102	405,444	405,444	405,444	405,444	405,444
Kentucky	3,757,995	109,696	182,550	195,336	240,599	240,599	240,599	240,599	240,599	240,599	240,599	240,599	240,599
Louisiana	2,646,176	70,385	70,385	70,385	70,385	70,385	70,385	70,385	70,385	70,385	70,385	70,385	70,385
Maine	397,139	67,174	67,174	67,174	67,174	67,174	67,174	67,174	67,174	67,174	67,174	67,174	67,174
Maryland	2,941,000	217,122	220,337	221,478	223,008	234,431	239,230	247,861	254,410	259,641	267,273	275,628	283,681
Massachusetts	19,211,672	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063
Michigan	9,470,304	554,706	554,706	554,706	554,706	554,706	554,706	554,706	554,706	554,706	554,706	554,706	554,706
Minnesota	14,103,123	1,074,858	1,074,858	1,074,858	1,074,858	1,074,858	1,074,858	1,074,858	1,074,858	1,074,858	1,074,858	1,074,858	1,074,858
Mississippi	8,835,104	71,071	71,071	71,071	71,071	71,071	71,071	71,071	71,071	71,071	71,071	71,071	71,071
Missouri	2,501,019	177,092	181,289	186,457	197,857	202,706	208,702	214,975	220,521	223,118	227,779	232,881	233,131
Montana	5,054,666	442,355	459,700	476,094	482,861	486,544	484,344	484,344	484,344	484,344	484,344	484,344	484,344
Nebraska	164,350	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700
Nevada	69,768	71,675	71,675	71,675	71,675	71,675	71,675	71,675	71,675	71,675	71,675	71,675	71,675
New Hampshire	4,876,833	303,145	372,264	382,939	391,930	398,068	401,050	408,019	412,845	421,216	431,970	442,855	453,132
New Jersey	2,517,873	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036
New Mexico	25,597,873	1,632,036	1,708,126	1,898,153	2,091,132	2,091,132	2,133,144	2,179,748	2,200,266	2,294,018	2,378,658	2,399,739	2,454,120
New York	703,363	102,081	105,283	107,725	110,595	112,225	114,172	116,088	118,243	120,653	123,417	126,779	130,759
North Carolina	27,842,628	2,414,338	2,395,016	2,367,290	2,346,046	2,323,774	2,313,092	2,313,390	2,276,773	2,269,958	2,265,205	2,261,977	2,258,977
Ohio	11,028,009	690,758	729,000	812,862	875,616	921,971	968,382	1,000,000	1,025,863	1,051,968	1,078,383	1,105,000	1,131,977
Oklahoma	3,239,178	255,063	258,063	262,417	267,091	271,844	276,665	281,544	286,473	291,452	296,481	301,561	306,691
Oregon	1,474,813	59,578	64,178	67,434	72,052	76,362	80,700	85,554	88,749	91,917	95,131	98,394	101,729
Pennsylvania	384,158	265,896	239,762	199,470	172,686	79,338	80,195	76,991	80,317	83,902	87,574	91,341	95,194
Rhode Island	384,562	265,896	239,762	199,470	172,686	79,338	80,195	76,991	80,317	83,902	87,574	91,341	95,194
South Carolina	2,034,745	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456
South Dakota	19,351,478	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063	1,357,063
Tennessee	2,517,873	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036
Texas	1,373,470	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456
Utah	1,373,470	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456	149,456
Vermont	2,517,873	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036
Washington	8,358,054	590,022	608,271	621,392	634,242	651,596	668,021	684,722	701,797	719,349	737,401	755,953	774,505
West Virginia	2,576,929	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036	163,036
Wisconsin	8,468,055	652,919	667,633	680,745	696,477	713,843	731,843	750,483	769,769	789,701	809,281	829,001	848,761
Wyoming	697,744	54,115	55,295	56,156	57,077	57,940	58,859	59,823	60,843	61,917	63,041	64,215	65,439

1 Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering old-age assistance under plans approved by the Social Security Board. Figures italicized partly estimated; represent payments in States administering old-age assistance under State law without Federal participation. Virginia did not administer old-age assistance program during 1937.

* Federal funds available but no payments made.
 † No payments made because of change in accounting procedure.

assistance in States with approved plans are financed in part from Federal funds. Since there is no Federal participation in financing general relief, the fiscal burden of this program rests entirely on the States and localities, and in 12 States on the localities alone.¹⁸

Special Types of Public Assistance

For the calendar year 1939 the amount expended for old-age assistance ranged from 57 cents per inhabitant in Virginia, where the program was still in an early stage of development, to \$12.91 in Colorado. Rates for aid to dependent children for the calendar year ranged from less than 1 cent per inhabitant in Mississippi and Texas, which do not have approved plans for aid to dependent children, to \$2.48 in Utah. In addition to Mississippi and Texas, six other States (Connecticut, Illinois, Iowa, Kentucky, Nevada, and South Dakota) administer aid to dependent children without Federal participation. Expenditures per inhabitant for aid to dependent children in each of these six States were considerably less than the amount for the continental United States. Expenditures for assistance payments to the blind during the calendar year 1939 ranged from 1 cent per inhabitant in Rhode Island to 61 cents in California. The plan for aid to the blind in Rhode Island was approved in January 1940; at that time Federal funds were made available retroactively from July 1, 1939.

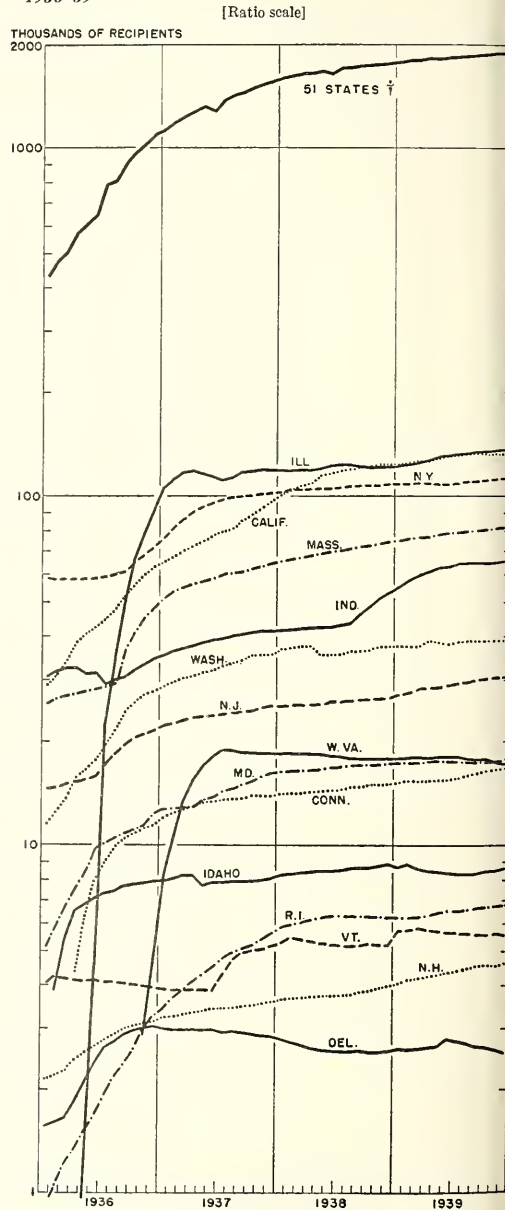
General Relief

For the general relief program, which is financed from State and/or local funds only, expenditures during 1939 ranged from 3 cents per inhabitant in Mississippi to \$9.46 in New York.

Although there is no objective basis for determining the relative needs for the various types of assistance, the marked differences between the expenditures per inhabitant for old-age assistance and those for aid to dependent children, aid to the blind, and general relief tend to indicate that the greatest emphasis has been placed on the program for old-age assistance. In 39 of the 49 States, expenditures per inhabitant for old-age assistance were larger than for general relief. In every State the rate of expenditure for old-age assistance was

higher than that for aid to dependent children, and in 28 States it exceeded that for the other types of assistance combined.

Chart 5.—Old-age assistance: Trend in number of recipients in the United States and in selected States, 1936-39



†Includes District of Columbia, Alaska, and Hawaii.

¹⁸ For more detailed information on sources of funds for the 4 assistance programs, see "Sources of Funds Expended for the Special Types of Public Assistance and General Relief in 1938-39," *Social Security Bulletin*, Vol. 3, No. 1 (January 1940), pp. 65-72.

Trends in Recipients of Special Types of Public Assistance

The series of curves in charts 5, 6, and 7 show for the United States and for selected States the number of recipients of old-age assistance and aid to the blind and the number of families receiving aid to dependent children for the period January 1936 through December 1939. The curves illustrate the fact that underlying the composite curve for the United States there is great variation from State to State. This variation emphasizes the necessity for analyzing the factors which influence the trend in the number of recipients in each State in order to interpret the trend for the country as a whole.

Factors Influencing Trends

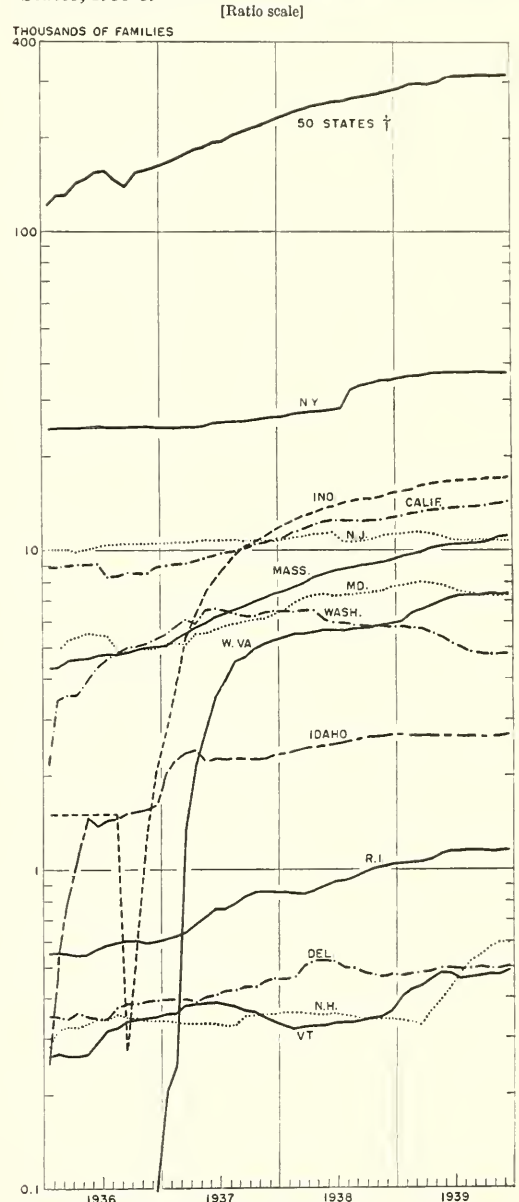
The trend in the programs for the special types of public assistance was generally upward during the years 1936-39. Examination of charts 5, 6, and 7 reveals, however, that this continuous upward trend was not characteristic of all State programs. Among the factors which have influenced the trends in the number of recipients in each State are the stage of development of programs under the State law at the time Federal funds became available, the availability of Federal grants, the extent and adequacy of appropriations from State or State and local funds, and State policies and procedures.

The stage of development of programs under State laws when Federal funds became available is the most important factor influencing the subsequent trend in the number of persons assisted. The States in which the number of recipients increased most rapidly are those in which assistance was not administered or in which only small numbers of persons were aided before the program came under the Social Security Act. The old-age assistance curves for Connecticut, Idaho, Illinois, and West Virginia are very steep for the initial months of operation under approved plans. In only two of these States were payments for such assistance made under a State law prior to approval of a State plan, and in these States (Idaho and Illinois) the number of recipients was small.

The trends in the number of recipients of aid to dependent children and aid to the blind in Idaho and West Virginia and in the number of recipients

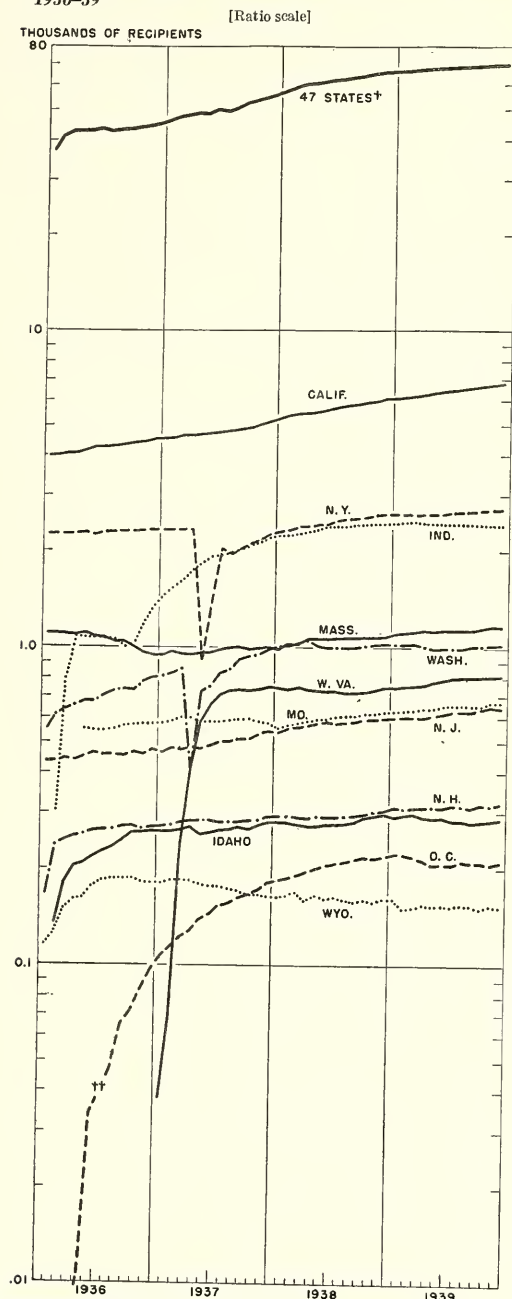
of aid to the blind in New Hampshire illustrate the same situation. Prior to the approval of the State plans, West Virginia was not administering

Chart 6.—Aid to dependent children: Trend in number of families aided in the United States and in selected States, 1936-39



†Includes District of Columbia and Hawaii.

Chart 7.—Aid to the blind: Trend in number of recipients in the United States and in selected States, 1936–39



aid to dependent children or aid to the blind and in Idaho the numbers of recipients were small. Under the program for aid to the blind in New Hampshire, only a small number received assistance prior to the availability of Federal funds under an approved plan.

In States in which substantial case loads were carried over from previously existing programs the growth in the number of recipients was less rapid. The curves for all three programs in California, Massachusetts, and New York, for old-age assistance and aid to dependent children in Indiana and New Hampshire, for old-age assistance and aid to the blind in New Jersey, and for aid to dependent children and aid to the blind in Maryland illustrate this point; the same effect is evident in the trends shown for aid to dependent children in Delaware, Rhode Island, and Vermont. In Indiana, which first received Federal funds for old-age assistance and aid to the blind in April 1936 and for aid to dependent children in September 1936, recipients under the previous State laws were required to reapply for aid. Thus in this State first emphasis was placed upon reinvestigation of cases carried over rather than upon investigation of new applications; as a result, the number of recipients decreased during the first few months of operation under the Social Security Act.

Impetus of Social Security Act

The availability of Federal grants to the States since February 1936 has been the primary impetus behind the development in coverage and liberalization of State programs for old-age assistance, aid to dependent children, and aid to the blind. The requirement of the Social Security Act that a State plan must be in effect in all political subdivisions has broadened the geographical coverage in a number of States in which previous laws were not State-wide in operation.

Many of the State laws under which payments were made prior to approval of plans by the Social Security Board and receipt of Federal grants have been liberalized with respect to eligibility requirements. In most of the States which set the age limit for eligibility for old-age assistance at 70 years under prior State laws, the limit was lowered to 65 years when their plans were submitted for approval.¹⁴

¹⁴ In December 1939, 3 States (Missouri, New Hampshire, and Pennsylvania) still maintained an age limit of 70 years. The limit in these States was reduced to 65 years as of Jan. 1, 1940.

Table 10.—Old-age assistance: Amount of payments to recipients, by States and by months, 1938¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$392,940,054	\$31,227,455	\$31,443,867	\$31,821,575	\$32,115,413	\$32,364,745	\$32,323,431	\$32,875,578	\$32,965,264	\$33,310,443	\$33,676,402	\$34,032,132	\$34,792,429
Alabama	1,829,548	155,544	156,527	159,473	158,797	151,932	151,925	150,892	149,184	144,154	140,803	150,060	151,227
Alaska	20,230	21,245	22,145	22,145	23,492	24,097	25,892	27,106	27,726	28,211	28,516	28,791	29,656
Arizona	1,917,979	165,005	140,339	146,135	152,245	156,369	159,867	163,305	166,898	170,429	171,510	174,636	177,735
Arkansas	413,550	3,322,330	3,123,527	3,111,538	3,088,044	3,077,419	3,035,406	3,035,406	3,035,406	3,035,406	3,035,406	3,035,406	3,035,406
California	12,707,593	1,370,992	1,412,688	1,462,277	1,511,538	1,561,538	1,611,538	1,661,538	1,711,538	1,761,538	1,811,538	1,861,538	1,911,538
Colorado	4,595,516	372,889	339,216	378,404	369,675	355,225	376,623	392,709	390,166	386,972	402,252	401,330	407,055
Connecticut	342,996	30,444	29,894	29,287	28,601	28,280	28,177	28,064	28,010	28,152	27,901	28,008	28,178
Delaware	957,285	75,344	77,152	78,301	78,475	77,564	78,899	80,729	81,622	81,776	81,898	82,836	82,789
District of Columbia	394,452	426,059	422,451	426,059	426,059	426,059	426,059	426,059	426,059	426,059	426,059	426,059	426,059
Florida	3,414,349	292,981	249,503	264,401	270,777	274,627	278,739	295,606	302,652	307,883	310,654	312,829	313,488
Georgia	2,555,932	21,459	19,674	17,886	20,771	21,183	22,090	22,400	22,900	23,400	23,900	24,400	24,900
Hawaii	2,213,112	178,046	179,833	181,539	182,104	183,226	183,995	184,475	185,763	187,044	188,266	189,500	190,700
Idaho	26,330,190	2,085,722	2,073,577	2,105,362	2,125,700	2,150,824	2,175,948	2,201,072	2,226,196	2,251,320	2,276,444	2,301,568	2,326,692
Illinois	8,846,855	673,563	677,831	689,316	689,316	689,316	689,316	689,316	689,316	689,316	689,316	689,316	689,316
Indiana	11,395,912	890,174	894,826	915,073	924,381	932,708	942,580	953,574	964,339	975,499	985,718	1,000,675	1,004,555
Iowa	4,371,711	298,771	317,059	334,198	344,680	358,179	370,451	381,037	391,266	391,033	390,704	418,822	434,471
Kentucky	3,550,866	243,462	247,044	248,135	248,867	249,971	250,971	251,971	252,971	253,971	254,971	255,971	256,971
Louisiana	2,203,641	12,408	54,076	104,405	150,315	184,327	208,637	229,752	254,120	254,120	255,560	256,776	257,869
Maine	2,593,641	287,660	290,487	291,714	294,006	294,442	296,412	298,760	298,704	299,287	301,252	303,532	303,532
Massachusetts	23,668,373	1,822,477	1,866,860	1,910,288	1,910,288	1,948,026	1,976,308	1,976,308	1,995,719	2,017,026	2,049,612	2,065,255	2,141,296
Michigan	14,922,843	1,357,058	1,322,430	1,333,872	1,304,404	1,283,105	1,275,032	1,283,480	1,285,480	1,285,480	1,285,480	1,285,480	1,285,480
Minnesota	15,312,570	1,337,570	1,234,103	1,242,589	1,256,046	1,267,274	1,274,215	1,279,980	1,285,247	1,292,090	1,302,089	1,317,183	1,329,286
Mississippi	14,483,147	1,058,223	1,064,961	1,080,425	1,117,028	1,162,913	1,191,644	1,219,236	1,257,099	1,291,880	1,324,903	1,356,551	1,388,551
Missouri	2,977,479	337,435	340,083	345,128	345,128	345,128	345,128	345,128	345,128	345,128	345,128	345,128	345,128
Nebraska	5,039,240	438,519	443,905	446,505	446,505	446,505	446,505	446,505	446,505	446,505	446,505	446,505	446,505
Nevada	619,827	42,977	46,325	49,274	50,756	52,021	53,109	53,444	53,384	53,796	54,438	54,761	55,542
New Hampshire	1,030,904	81,727	82,735	83,281	84,059	84,889	85,743	86,743	87,887	88,786	89,336	90,848	92,359
New Jersey	5,869,900	458,388	465,270	471,947	477,676	479,511	484,404	489,113	492,465	495,098	507,587	512,795	509,776
New Mexico	548,901	47,738	48,554	48,143	47,691	48,283	48,656	49,574	49,574	49,574	49,574	49,574	49,574
New York	30,550,282	2,401,159	2,490,984	2,490,984	2,512,669	2,505,566	2,516,443	2,535,542	2,545,290	2,553,546	2,616,247	2,603,061	2,603,061
North Carolina	3,226,445	268,233	227,356	246,703	264,859	274,877	283,497	277,107	277,978	283,970	288,806	293,924	298,924
North Dakota	1,564,953	126,342	126,342	126,342	126,342	126,342	126,342	126,342	126,342	126,342	126,342	126,342	126,342
Ohio	30,015,553	2,405,224	2,405,224	2,441,974	2,477,874	2,503,094	2,523,607	2,538,027	2,554,933	2,574,666	2,593,121	2,610,490	2,629,596
Oklahoma	12,263,324	1,034,147	1,019,154	1,008,253	1,000,135	997,384	977,942	977,942	977,942	977,942	977,942	977,942	977,942
Oregon	2,334,176	203,547	203,547	203,547	203,547	203,547	203,547	203,547	203,547	203,547	203,547	203,547	203,547
Pennsylvania	23,244,730	2,034,547	2,034,547	2,034,547	2,034,547	2,034,547	2,034,547	2,034,547	2,034,547	2,034,547	2,034,547	2,034,547	2,034,547
Rhode Island	1,388,441	107,869	109,933	111,863	113,883	116,215	118,000	119,305	119,305	118,000	118,253	117,592	117,290
South Carolina	2,192,953	164,370	186,368	201,278	215,166	224,462	235,458	245,458	255,458	265,458	275,458	285,458	295,458
South Dakota	3,074,745	261,031	276,196	288,510	300,423	308,551	314,753	321,801	328,801	335,801	342,801	349,801	356,801
Tennessee	3,468,848	285,848	294,608	297,448	297,448	297,448	297,448	297,448	297,448	297,448	297,448	297,448	297,448
Texas	13,468,178	1,035,035	1,035,035	1,035,035	1,035,035	1,035,035	1,035,035	1,035,035	1,035,035	1,035,035	1,035,035	1,035,035	1,035,035
Utah	3,912,121	305,035	312,736	316,833	321,082	325,587	329,226	333,801	338,401	343,001	347,601	352,201	356,801
Vermont	197,465	157,719	167,135	177,135	187,135	197,135	207,135	217,135	227,135	237,135	247,135	257,135	267,135
Virginia	9,951,937	851,943	855,598	862,890	880,271	796,863	789,891	793,325	799,525	805,381	816,705	828,088	831,187
Washington	259,864	260,129	260,129	260,129	260,129	260,129	260,129	260,129	260,129	260,129	260,129	260,129	260,129
West Virginia	3,039,792	762,480	774,702	785,879	797,312	806,958	815,974	824,974	833,974	842,974	851,974	860,974	869,974
Wisconsin	9,446,965	66,797	66,797	66,797	66,797	66,797	66,797	66,797	66,797	66,797	66,797	66,797	66,797
Wyoming	740,795	60,259	60,259	60,259	60,259	60,259	60,259	60,259	60,259	60,259	60,259	60,259	60,259

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering old-age assistance under plans approved by the Social Security Board. Figure italicized represents payments under State law without Federal participation.

² No payments made because of change in accounting procedure.

Table 11.—Old-age assistance: Amount of payments to recipients, by States and by months, 1939¹

(Data reported by State agencies, corrected to Jan. 15, 1940)

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$831,327,511	\$85,076,750	\$85,192,945	\$85,260,410	\$85,366,068	\$85,290,226	\$85,858,372	\$86,247,753	\$86,438,564	\$86,572,556	\$86,388,677	\$86,692,308	\$86,872,772
Alabama	1,917,283	150,217	150,732	151,389	153,141	153,673	154,273	161,255	163,502	157,586	174,557	173,770	173,288
Alaska	3,424,362	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280
Arizona	2,315,330	177,924	180,061	182,056	186,162	188,702	192,785	196,666	197,646	200,734	202,332	204,771	206,616
Arkansas	1,248,151	103,857	101,887	101,287	101,322	101,188	101,711	102,669	103,168	103,643	107,882	109,311	110,211
California	61,344,208	4,080,368	4,142,317	4,174,007	4,203,897	4,247,607	4,297,177	4,334,396	4,371,443	4,407,283	4,437,961	4,467,283	4,496,415
Colorado	13,890,792	1,214,514	1,112,487	1,038,944	1,085,164	1,013,178	1,094,063	1,256,055	1,423,308	1,117,010	1,283,274	1,250,272	1,338,615
Connecticut	5,043,156	401,226	372,609	413,311	406,126	415,816	422,543	432,588	435,808	440,749	436,196	438,196	440,143
Delaware	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300
District of Columbia	996,502	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300
Florida	5,600,280	482,292	492,306	500,540	512,670	522,702	529,447	534,867	544,364	541,523	537,623	524,653	422,293
Georgia	2,710,541	313,479	312,894	313,369	313,035	180,359	181,039	181,173	181,833	182,398	182,398	183,691	183,962
Hawaii	2,222,004	122,280	122,280	122,280	122,280	122,280	122,280	122,280	122,280	122,280	122,280	122,280	122,280
Illinois	30,715,902	2,339,404	2,377,046	2,411,692	2,457,809	2,501,743	2,546,269	2,591,328	2,636,387	2,681,446	2,726,505	2,771,564	2,816,623
Indiana	12,949,545	1,007,640	1,011,369	1,018,722	1,021,949	1,028,823	1,036,870	1,044,931	1,052,935	1,060,939	1,068,943	1,076,947	1,084,951
Iowa	12,497,441	1,007,640	1,011,369	1,018,722	1,021,949	1,028,823	1,036,870	1,044,931	1,052,935	1,060,939	1,068,943	1,076,947	1,084,951
Kansas	4,397,216	445,264	453,680	456,963	442,133	430,128	428,790	432,136	435,486	442,133	438,967	442,408	445,849
Kentucky	4,696,498	387,651	388,388	390,102	390,114	389,872	389,656	392,398	391,832	391,278	391,718	391,155	391,063
Louisiana	3,078,120	246,555	246,555	246,555	246,555	246,555	246,555	246,555	246,555	246,555	246,555	246,555	246,555
Maine	3,016,881	246,555	246,555	246,555	246,555	246,555	246,555	246,555	246,555	246,555	246,555	246,555	246,555
Maryland	3,682,860	304,139	304,370	305,204	305,868	309,097	307,768	306,384	305,971	305,885	308,122	309,231	310,797
Massachusetts	27,003,108	2,147,664	2,177,207	2,202,048	2,210,708	2,207,473	2,235,205	2,241,550	2,266,917	2,278,300	2,303,664	2,318,475	2,333,897
Michigan	15,530,289	1,266,453	1,263,453	1,263,453	1,263,453	1,263,453	1,263,453	1,263,453	1,263,453	1,263,453	1,263,453	1,263,453	1,263,453
Minnesota	10,729,035	1,341,409	1,350,582	1,360,208	1,368,722	1,372,680	1,372,680	1,372,680	1,372,680	1,372,680	1,372,680	1,372,680	1,372,680
Mississippi	17,120,400	1,305,670	1,371,870	1,305,670	1,307,489	1,404,644	1,411,102	1,435,256	1,435,256	1,435,256	1,435,256	1,435,256	1,435,256
Missouri	2,715,658	250,144	260,144	260,689	267,942	267,715	267,205	268,652	268,652	268,652	268,652	268,652	268,652
Montana	5,125,087	473,033	475,646	475,258	473,842	471,861	471,558	473,033	473,033	473,033	473,033	473,033	473,033
Nebraska	1,201,973	94,519	96,714	98,566	99,794	97,872	98,584	100,380	100,380	100,380	100,380	100,380	100,380
Nevada	6,926,016	529,745	544,028	553,270	557,838	563,659	568,826	580,321	587,401	590,656	606,795	614,665	620,116
New Hampshire	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741
New Jersey	32,447,481	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741	2,707,741
New Mexico	3,895,671	307,963	307,963	307,963	307,963	307,963	307,963	307,963	307,963	307,963	307,963	307,963	307,963
North Carolina	1,757,619	137,705	137,705	137,705	137,705	137,705	137,705	137,705	137,705	137,705	137,705	137,705	137,705
North Dakota	14,890,892	1,171,431	1,171,431	1,171,431	1,171,431	1,171,431	1,171,431	1,171,431	1,171,431	1,171,431	1,171,431	1,171,431	1,171,431
Oklahoma	5,105,111	401,405	401,405	401,405	401,405	401,405	401,405	401,405	401,405	401,405	401,405	401,405	401,405
Oregon	20,601,293	1,880,786	1,872,394	1,880,786	1,880,786	1,880,786	1,880,786	1,880,786	1,880,786	1,880,786	1,880,786	1,880,786	1,880,786
Pennsylvania	1,434,044	117,083	117,409	117,961	118,467	121,720	123,350	125,961	128,572	131,183	133,794	136,405	139,016
Rhode Island	2,583,499	177,322	182,725	189,771	191,562	191,371	204,334	201,711	197,902	191,677	182,318	174,880	167,916
South Carolina	3,424,362	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280
South Dakota	3,424,362	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280
Tennessee	17,859,491	1,571,345	1,582,263	1,595,714	1,619,744	1,644,990	1,671,704	1,699,018	1,726,332	1,753,646	1,780,960	1,808,274	1,835,588
Texas	3,406,123	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280	272,280
Utah	1,080,170	87,774	85,529	87,211	86,742	85,620	85,424	85,300	85,176	85,052	84,928	84,804	84,680
Vermont	1,549,637	81,509	81,509	81,509	81,509	81,509	81,509	81,509	81,509	81,509	81,509	81,509	81,509
Virginia	2,834,772	232,178	232,178	232,178	232,178	232,178	232,178	232,178	232,178	232,178	232,178	232,178	232,178
West Virginia	11,974,944	923,932	923,932	923,932	923,932	923,932	923,932	923,932	923,932	923,932	923,932	923,932	923,932
Wisconsin	863,700	66,268	66,268	66,268	66,268	66,268	66,268	66,268	66,268	66,268	66,268	66,268	66,268
Wyoming	1,074,287	77,320	77,320	77,320	77,320	77,320	77,320	77,320	77,320	77,320	77,320	77,320	77,320

¹ From Federal, State, and local funds under plans approved by the Social Security Board; excludes cost of administration and of hospitalization and burials.

The curves in chart 5 depicting rates of change in the number of recipients of old-age assistance in four States reflect the reduction of the age limit during the period covered. In New Jersey the age limit was reduced from 70 to 65 years in June 1936. The number of recipients in Massachusetts increased sharply subsequent to September 1936 when the age limit was reduced from 70 to 65 years. The same effect is discernible in the curve for New York beginning with October 1936. In Indiana a reduction of the age limit from 70 to 65 years went into effect in July 1938, and the curve moved upward more rapidly after a lag of 2 months.

Many of the State laws providing assistance to

dependent children were mothers'-pension laws under which aid was given only to mothers of dependent children. Under plans approved by the Social Security Board, aid is granted in behalf of dependent children living with other persons within the wider degrees of relationship specified in the Social Security Act.

In addition, many States now require as a condition of eligibility for each program a shorter period of residence than formerly.

Availability of Funds

The extent and adequacy of appropriations from State or from State and local funds likewise influence the development of the programs. The

Table 12.—Old-age assistance: Recipients, by States and by months, 1936¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	430,601	473,746	506,183	572,476	608,239	651,617	789,241	808,055	899,852	974,164	1,036,472	1,107,649
Alabama	5,615	6,239	4,390	5,890	5,932	8,353	9,614	10,523	10,594	10,492	10,619	10,733
Alaska	618	518	618	550	550	561	561	561	561	578	573	573
Arizona	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960
Arkansas	11,167	11,505	11,728	12,228	12,148	9,892	9,792	10,909	13,239	14,179	14,139	14,277
California	29,062	30,941	34,110	38,504	40,576	42,718	44,905	47,951	52,142	55,456	59,788	63,172
Colorado	20,823	21,210	21,623	21,679	21,632	21,207	22,180	23,152	24,419	25,127	25,793	26,586
Connecticut				4,345	6,289	7,949	9,065	10,620	10,567	10,905	11,374	11,619
Delaware	1,571	1,609	1,666	1,844	2,113	2,398	2,652	2,768	2,899	2,982	3,034	3,057
District of Columbia			24	69	236	478	0	580	789	977	1,174	1,378
Florida										4,287	5,821	7,237
Hawaii	533	535	565	565	573	579	584	584	580	583	587	595
Idaho		3,824	5,341	6,446	6,752	7,073	7,236	7,356	7,632	7,750	7,804	7,913
Illinois				1,166	1,166	4,486	22,286	35,080	49,762	66,167	78,606	93,230
Indiana	80,594	81,993	82,595	81,246	81,576	29,132	30,158	30,589	32,227	33,597	33,597	34,740
Iowa	16,561	23,964	26,024	29,637	29,645	29,584	29,297	28,844	28,701	29,240	29,404	29,442
Kentucky	100	100	100	100	100	100	0	238	1,539	3,738	6,218	11,522
Louisiana						9,156	9,412	9,649	9,066	10,699	12,010	12,891
Maine		0	0	0	480	1,057	2,269	3,341	4,092	0	11,668	12,482
Maryland	5,140	5,860	6,699	7,499	8,354	9,797	10,127	10,543	10,905	11,231	11,384	11,668
Massachusetts	25,759	26,680	27,044	27,475	27,945	28,334	28,764	29,314	30,514	41,937	45,537	48,787
Michigan	15,560	19,297	22,276	24,814	26,519	27,697	29,015	29,822	30,588	31,555	32,007	32,705
Minnesota	6,241	6,247	8,448	22,226	33,037	38,813	42,861	45,379	49,246	51,478	53,884	56,463
Mississippi	80,577	21,683	23,549	10,142	11,936	14,325	15,467	16,299	16,486	16,623	16,621	17,892
Missouri	2,242	16,057	15,988	15,745	15,525	15,449	48,817	48,668	48,158	54,594	66,635	58,276
Montana						986	1,832	3,893	6,075	7,233	7,796	8,231
Nebraska		147	8,311	15,110	18,721	20,000	21,054	21,487	22,728	23,320	23,776	24,420
Nevada	469	469	469	469	469	469	469	469	469	469	469	469
New Hampshire	2,138	2,209	2,277	2,437	2,561	2,667	2,798	2,888	2,992	3,050	3,099	3,176
New Jersey	14,716	14,807	15,146	15,477	15,592	15,904	17,216	18,504	19,634	20,432	21,040	21,681
New Mexico				0	207	757	929	1,397	2,568	2,726	2,777	2,830
New York	58,340	57,931	58,064	57,998	58,213	58,662	59,005	60,289	60,822	65,176	68,920	72,320
North Dakota				0	227	2,293	3,793	4,700	5,430	5,860	6,080	6,269
Ohio	85,227	85,128	84,926	85,957	86,450	86,037	87,925	90,982	90,875	96,565	98,531	99,434
Oklahoma				32,434	36,505	41,060	41,900	(0)	36,821	38,443	40,664	43,676
Oregon	7,719	7,697	7,681	8,309	8,323	9,459	10,317	11,014	11,393	11,632	11,801	11,982
Pennsylvania	39,493	39,621	39,477	39,479	40,191	39,768	44,042	47,929	48,010	52,451	56,730	62,036
Rhode Island	894	1,052	1,217	1,358	1,518	1,695	1,935	2,189	2,384	2,619	3,009	3,242
South Dakota									3,282	3,738	4,038	4,257
Texas							59,485	75,069	80,618	85,836	88,702	92,285
Utah	1,260	951	3,544	4,005	4,202	4,313	4,297	4,262	4,560	4,909	5,106	5,294
Vermont	4,061	4,239	4,199	4,153	4,113	4,090	4,096	4,062	4,065	4,030	4,002	3,967
Washington	11,628	12,592	13,799	15,671	16,636	17,757	19,674	21,584	24,349	25,990	27,262	27,915
West Virginia									0	2,875	2,875	4,751
Wisconsin	10,962	16,117	21,105	24,707	27,318	29,166	30,075	31,118	31,985	32,821	33,482	33,992
Wyoming	702	724	1,570	1,873	1,959	2,238	2,351	2,458	2,503	2,504	2,527	2,557

¹ Figures not italicized represent number of recipients in States administering old-age assistance from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; present number of recipients in States administering old-age assistance under State law without Federal participation. States not listed did not administer an old-age assistance program during 1936.

² No payments made because of change in accounting procedure.

³ Federal funds available but no payments made.

⁴ Federal funds not available and no payments made under State law without Federal participation.

decline in the number of recipients of old-age assistance in Illinois from April through July 1937 is attributable to the limitation of State funds available at the end of the fiscal year, and the rise thereafter is accounted for by an increased State appropriation. In West Virginia the number of recipients of old-age assistance increased rapidly during the first months of operation under a plan approved by the Social Security Board and by July 1937 had reached the maximum attainable within the limits of available State funds. Reinvestigation of recipients resulted in a very gradual decline in the period subsequent to July 1937. The downward movement of the curves

for old-age assistance and aid to dependent children in Delaware during most of the fiscal year 1937-38 and the tendency to level off in the latter half of the calendar year 1938 are attributable to limitations of the State appropriation

Influence of State Policies and Procedures

The curves for old-age assistance in Idaho for old-age assistance, aid to dependent children and aid to the blind in Washington, and for aid to the blind in the District of Columbia, illustrate the impact of changes in State procedures and policies upon the number of recipients.

In May 1937 Idaho notified recipients of old-

Table 13.—Old-age assistance: Recipients, by States and by months, 1937¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	1,151,022	1,200,839	1,257,336	1,297,417	1,328,509	1,291,741	1,293,346	1,433,806	1,468,878	1,504,910	1,543,397	1,579,361
Alabama	10,686	10,799	10,885	10,553	10,737	11,408	11,937	12,374	12,521	13,128	13,637	13,968
Alaska	699	599	699	699	598	698	566	562	574	577	612	13,968
Arizona	1,960	1,960	1,960	1,960	1,960	1,960	349	3,021	3,646	4,063	4,743	5,116
Arkansas	15,316	15,158	14,994	14,808	14,682	14,556	18,397	19,192	19,157	19,052	19,187	19,283
California	65,755	68,034	70,731	73,691	75,735	78,217	80,286	81,782	85,867	89,253	93,219	97,490
Colorado	27,096	27,706	28,236	28,614	28,819	28,991	29,194	29,115	29,913	30,279	32,518	34,256
Connecticut	12,208	12,576	12,834	13,083	13,365	13,647	13,735	13,782	13,882	14,045	14,066	14,131
Delaware	3,011	2,998	2,999	3,000	2,996	3,001	2,996	2,993	2,993	2,997	2,987	2,971
District of Columbia	1,604	1,756	1,964	2,135	2,325	2,452	2,454	2,592	2,716	2,760	2,840	2,831
Florida	8,284	8,975	9,563	9,948	10,542	10,912	10,759	11,782	14,278	17,413	20,027	22,684
Georgia							5,002	8,872	12,171	16,338	19,804	22,286
Hawaii	594	594	598	596	598	598	1,167	1,233	1,319	1,342	1,357	1,412
Idaho	7,989	8,104	8,231	8,261	7,722	7,872	7,872	7,932	7,944	7,972	8,023	8,123
Illinois	106,715	113,093	119,073	120,317	118,300	115,500	112,607	114,539	119,100	120,195	121,759	121,061
Indiana	35,417	36,377	37,069	37,855	38,672	39,218	39,829	40,372	40,816	41,239	41,573	41,887
Iowa	29,977	30,776	32,243	33,080	35,333	36,595	37,871	39,746	40,863	42,090	43,349	44,085
Kansas								2,565	6,440	9,139	11,312	13,554
Kentucky	15,440	17,812	20,164	24,887	31,601	35,651	38,816	40,789	40,517	40,299	36,308	35,050
Louisiana	13,758	15,120	16,651	18,256	20,395	20,683	22,156	23,786	24,690	25,426	26,340	27,132
Maine	3,841	3,850	3,798	3,732	3,715	3,674	3,630	3,574				42
Maryland	12,823	12,860	12,898	12,988	13,596	13,909	14,356	14,772	15,050	15,474	15,955	16,250
Massachusetts	51,440	53,953	55,446	56,708	57,748	58,884	60,049	60,733	61,521	62,568	63,856	64,898
Michigan	33,495	34,043	34,435	34,463	35,027	35,883	36,429	36,774	37,285	37,619	38,077	38,318
Minnesota	56,870	58,016	59,167	60,559	61,445	61,826	62,099	62,297	62,165	62,170	62,366	62,830
Mississippi	17,774	17,953	18,321	17,780	17,346	16,994	16,495	16,274	16,019	15,795	15,713	15,530
Missouri	55,883	55,335	54,150	53,882	53,073	52,073	51,033	50,615	50,743	51,022	51,062	51,401
Montana	8,689	8,776	9,050	9,537	9,755	10,036	10,323	10,615	10,743	11,022	11,062	11,401
Nebraska	25,069	25,534	26,111	26,419	26,768	26,839	25,904	25,753	25,688	25,627	25,628	25,750
Nevada	470	470	470	470	470	470	361	422	422	422	422	422
New Hampshire	3,230	3,266	3,308	3,348	3,391	3,427	3,433	3,457	3,491	3,510	3,558	3,592
New Jersey	22,212	22,616	23,060	23,507	23,833	23,960	24,087	24,312	24,550	24,807	25,121	25,372
New Mexico	2,968	3,038	3,198	3,251	3,260	3,260	3,315	3,340	3,444	3,440	3,471	3,695
New York	70,352	82,392	87,233	91,656	94,397	96,623	98,377	99,488	100,272	101,152	101,972	102,924
North Carolina												
North Dakota	6,422	6,588	6,718	6,818	6,893	6,996	7,017	7,047	7,091	7,142	7,181	7,247
Ohio	99,219	100,800	101,959	103,303	102,698	102,552	103,480	103,434	103,773	103,747	103,437	103,616
Oklahoma	46,320	50,256	55,155	59,204	62,190	64,805	66,479	67,452	67,883	68,081	68,421	68,914
Oregon	12,089	12,139	12,342	12,498	12,638	12,778	12,846	12,872	12,829	12,787	12,852	12,963
Pennsylvania	67,703	70,917	74,895	81,118	87,629	90,073	91,370	92,453	93,617	93,607	94,684	95,504
Rhode Island	3,435	3,671	3,850	4,093	4,301	4,510	4,779	4,965	5,094	5,236	5,453	5,697
South Carolina												
South Dakota	12,925	12,790	10,834	9,195	8,501	8,587	8,268	8,700	9,577	10,394	12,550	13,171
Tennessee							811	3,540	6,610	7,757	10,217	13,304
Texas	91,716	101,897	120,217	126,190	127,871	126,057	120,293	116,579	115,454	113,555	114,645	113,703
Utah	5,430	5,691	5,961	6,253	6,434	6,539	6,705	6,788	6,946	7,080	7,189	7,247
Vermont	3,910	3,874	3,879	3,900	3,887	3,864	4,293	4,755	4,968	5,022	5,076	5,214
Washington	28,916	29,715	30,325	30,931	31,498	32,022	32,412	32,758	33,552	35,356	35,533	35,871
West Virginia	8,264	10,418	13,589	15,718	17,120	18,128	19,041	19,932	18,687	18,665	18,606	18,539
Wisconsin	34,536	35,004	35,463	35,815	35,936	36,208	36,358	36,594	36,809	36,927	37,310	37,816
Wyoming	2,606	2,647	2,688	2,713	2,766	2,814	2,834	2,844	2,836	2,831	2,826	2,840

¹ Figures not italicized represent number of recipients in States administering old-age assistance from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering old-age assistance

under State law without Federal participation. Virginia did not administer an old-age assistance program during 1937.

² Federal funds available but no payments made.

³ No payments made because of change in accounting procedure.

age assistance that provisions of the State law relating to the recovery of assistance payments from the estates of recipients would be put into effect. The announcement was followed by the discontinuance of assistance to a substantial number of recipients who refused to comply with this requirement. In June 1937 the recovery provisions were removed from the State plan, and the number of recipients increased gradually in subsequent months.

The decline in the number of recipients of old-age assistance and aid to dependent children in Washington from April to May 1938 was the

result of a case-load review, after which old-age assistance again began an upward trend while aid to dependent children continued to decrease. In the same State the number of recipients of aid to the blind decreased sharply in April 1937 with the inauguration of a uniform State practice of disbursing assistance payments at the beginning of the month. This change affected procedures in 10 counties which had been making payments at the close of the month; these counties reported no recipients of aid to the blind for April 1937.

A change in disbursing procedure from post payment to advance payment in the District of

Table 14.—*Old-age assistance: Recipients, by States and by months, 1933*¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	1,602,025	1,625,539	1,648,306	1,664,541	1,680,052	1,659,295	1,709,812	1,719,124	1,734,195	1,749,144	1,764,590	1,779,300
Alabama	14,205	14,498	14,875	15,049	14,933	15,110	15,053	14,963	15,348	15,599	15,751	15,897
Alaska	709	752	794	856	903	950	1,001	1,021	1,039	1,045	1,051	1,078
Arizona	5,362	5,526	5,794	5,954	6,095	6,210	6,331	6,444	6,538	6,598	6,703	6,811
Arkansas	19,299	19,104	18,749	18,474	18,337	18,131	17,845	17,619	17,425	17,443	17,177	17,013
California	100,751	104,116	108,846	110,754	115,914	117,740	119,827	121,080	122,448	123,738	124,980	125,275
Colorado	14,275	14,288	14,358	14,408	14,553	14,677	14,824	14,916	14,985	15,122	15,104	15,268
Connecticut	2,813	2,765	2,711	2,644	2,613	2,607	2,598	2,591	2,603	2,581	2,588	2,600
Delaware	3,000	3,050	3,093	3,093	3,086	3,139	3,216	3,242	3,241	3,211	3,251	3,259
District of Columbia	25,250	26,338	27,417	28,183	28,754	29,307	29,601	30,286	31,071	31,903	32,879	34,190
Florida	23,989	25,923	27,807	28,895	29,771	30,680	32,803	33,818	34,662	35,176	35,542	35,730
Georgia	1,559	1,569	1,407	1,607	1,703	1,715	1,773	1,762	1,761	1,766	1,783	1,771
Hawaii	8,245	8,328	8,409	8,435	8,502	8,518	8,578	8,634	8,710	8,741	8,810	8,869
Idaho	120,638	120,658	121,640	121,566	122,634	124,542	125,162	124,956	123,058	123,085	123,582	124,392
Illinois	41,941	42,042	42,250	42,531	42,773	42,970	43,201	43,978	46,337	49,139	51,960	53,842
Indiana	45,005	45,462	46,246	46,711	47,089	47,586	48,148	48,652	49,244	49,879	50,491	50,677
Iowa	15,331	16,637	17,612	18,535	19,339	19,679	19,959	20,339	20,786	21,169	21,615	22,143
Kansas	34,193	33,758	33,423	33,222	33,034	32,819	32,589	32,316	32,149	31,923	31,616	31,494
Kentucky	24,467	24,930	25,336	25,819	26,036	26,362	26,498	26,522	26,621	27,052	27,587	28,251
Louisiana	566	2,583	5,048	7,318	8,982	10,153	11,171	12,341	12,281	12,182	12,076	11,968
Maine	16,414	16,515	16,626	16,722	16,829	16,951	17,076	17,115	17,106	17,205	17,248	17,337
Maryland	65,912	66,665	67,665	68,504	69,348	70,093	70,799	71,495	72,206	73,100	74,127	74,968
Massachusetts	66,936	69,993	70,869	69,836	69,873	70,062	69,890	68,993	68,342	68,889	70,786	70,872
Michigan	62,770	62,779	62,679	63,218	63,350	63,292	63,575	63,991	64,191	64,463	64,731	65,008
Minnesota	15,360	15,279	15,164	15,151	15,273	15,283	15,688	16,486	17,336	17,996	18,401	18,788
Mississippi	75,791	73,561	72,224	71,947	72,359	72,252	71,841	71,727	72,166	72,774	73,524	74,015
Missouri	11,623	11,733	11,622	12,051	12,111	12,154	12,243	12,306	12,354	12,415	12,473	12,534
Montana	25,882	26,014	26,159	25,901	26,236	26,332	26,352	26,368	26,456	26,631	26,808	26,992
Nebraska	1,566	1,695	1,808	1,866	1,920	1,955	1,988	1,995	2,024	2,051	2,071	2,099
Nevada	3,638	3,683	3,694	3,701	3,714	3,735	3,731	3,763	3,820	3,856	3,932	4,002
New Hampshire	25,286	25,421	25,605	25,787	25,890	26,072	26,195	26,296	26,400	26,581	26,710	26,967
New Jersey	3,816	3,829	3,817	3,759	3,784	3,753	3,796	3,795	3,769	3,763	3,738	3,811
New Mexico	103,801	104,292	104,479	104,907	105,769	106,532	107,431	108,108	108,332	108,645	108,912	110,430
New York	22,373	22,249	22,185	22,366	22,906	29,816	29,942	30,146	30,698	31,193	31,664	31,964
North Carolina	7,340	7,441	7,521	7,563	7,566	7,591	7,623	7,672	7,702	7,720	7,770	7,851
North Dakota	103,361	104,423	106,109	107,738	108,823	109,655	110,238	110,959	111,366	110,892	110,252	110,403
Oklahoma	68,514	67,520	66,764	66,127	65,442	64,607	64,221	64,162	64,233	64,416	64,692	64,771
Oregon	14,614	15,155	15,868	16,724	17,313	17,704	17,889	18,052	18,285	18,503	18,877	19,246
Pennsylvania	94,520	93,784	93,445	93,138	91,895	90,633	89,534	88,459	88,372	87,900	87,409	87,138
Rhode Island	5,859	5,942	6,038	6,133	6,212	6,310	6,355	6,335	6,325	6,296	6,263	6,247
South Carolina	15,144	17,334	18,816	20,091	21,078	22,082	22,172	21,934	21,933	22,306	22,557	23,160
South Dakota	14,154	14,776	15,241	15,540	15,713	15,844	15,892	15,903	15,912	16,010	16,092	16,201
Tennessee	15,537	19,374	21,383	22,422	22,970	23,130	23,002	22,892	22,762	22,599	22,446	22,324
Texas	112,452	111,528	110,998	111,035	111,136	111,283	111,619	111,805	112,359	113,342	113,017	113,230
Utah	11,935	12,265	12,461	12,670	12,833	12,982	13,059	13,126	13,194	13,281	13,322	13,368
Vermont	5,300	5,485	5,420	5,345	5,277	5,235	5,206	5,180	5,211	5,273	5,299	5,303
Virginia	36,896	37,104	37,472	37,843	38,569	38,481	38,796	38,188	36,380	36,946	37,525	37,610
Washington	18,583	18,886	18,488	18,472	18,556	18,291	18,135	17,933	17,939	17,925	17,925	17,976
West Virginia	33,172	33,687	33,098	33,581	34,047	40,635	41,148	41,842	41,997	42,482	43,035	43,659
Wisconsin	2,340	2,868	2,886	2,886	2,888	2,897	2,909	2,918	2,929	2,940	2,959	3,006
Wyoming												

¹ Figures not italicized represent number of recipients in States administering old-age assistance from Federal, State, and local funds under plans approved by the Social Security Board; figures italicized represents number of recipients under State law without Federal participation.

² No payments made because of change in accounting procedure.

Columbia resulted in a break in the curve for aid to the blind in July 1936. No recipients of aid to the blind were reported by the District for that month.

Trends in Cases Receiving General Relief

The trend in the number of cases receiving general relief in the continental United States from April 1937 through December 1939 was influenced primarily by economic and seasonal conditions, by the extent of WPA employment, and by the amount of State and local funds available. Trends for selected States, shown in chart 8, depict the influence not only of these factors but also that of administrative policies and pro-

cedures, changes in State legislation, the development of programs for the special types of public assistance and for unemployment compensation, and circumstances affecting employment.

Economic Factors

Apart from changes in provisions for other types of programs, the most important factor affecting the trend in cases receiving general relief is the economic situation in the Nation as a whole or in a particular State. In the winter of 1937-38 business suffered a recession; the case loads of general relief in this period were higher than in any other period since the beginning of 1936. The trends for each State shown in chart

Table 15.—*Old-age assistance: Recipients, by States and by months, 1939¹*

¹Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	1,790,904	1,803,171	1,816,842	1,833,392	1,835,674	1,845,328	1,861,094	1,874,721	1,888,015	1,897,091	1,906,640	1,912,356
Alabama	15,939	16,013	16,125	16,333	16,506	16,614	17,108	17,320	17,426	17,737	18,300	18,388
Alaska	1,114	1,137	1,172	1,202	1,209	1,220	1,246	1,280	1,304	1,314	1,314	1,327
Arizona	6,817	6,889	6,950	7,089	7,173	7,220	7,446	7,482	7,581	7,651	7,703	7,772
Arkansas	16,900	16,686	16,600	16,696	16,727	16,888	17,165	17,257	17,382	16,951	18,194	18,372
California	125,835	127,616	128,569	129,480	130,780	131,968	132,809	133,625	134,668	133,717	134,010	133,940
Colorado	37,961	38,274	38,308	38,592	38,705	38,824	39,011	39,218	39,440	39,688	39,837	40,029
Connecticut	15,343	15,424	15,370	15,463	15,504	15,616	15,860	16,103	16,296	16,619	16,759	16,838
Delaware	2,628	2,618	2,623	2,655	2,663	2,810	2,769	2,725	2,686	2,646	2,604	2,583
District of Columbia	3,265	3,262	3,273	3,273	3,276	3,281	3,271	3,303	3,283	3,321	3,338	3,323
Florida	34,869	35,063	36,191	37,065	37,829	37,544	36,898	36,322	36,536	36,362	36,279	36,167
Georgia	35,882	36,293	36,470	36,610	36,228	36,228	36,228	36,228	36,228	36,228	36,228	36,228
Hawaii	1,776	1,772	1,771	1,772	1,773	1,788	1,778	1,735	1,707	1,717	1,713	1,714
Idaho	8,728	8,836	8,613	8,454	8,486	8,396	8,375	8,366	8,375	8,451	8,529	8,624
Illinois	125,562	126,847	128,043	129,582	131,158	132,518	133,062	133,933	135,721	136,798	137,815	138,776
Indiana	55,715	55,085	60,118	61,364	61,766	62,085	62,364	62,671	62,964	63,257	63,547	63,839
Iowa	50,863	51,003	51,340	51,479	51,766	52,085	52,364	52,671	52,964	53,257	53,547	53,839
Kansas	22,610	22,990	23,393	23,625	23,892	24,233	24,476	24,719	25,002	25,357	25,697	26,026
Kentucky	44,485	44,670	44,944	45,006	45,023	45,028	45,356	45,255	45,204	45,147	45,198	45,137
Louisiana	28,793	29,275	29,519	29,645	29,851	30,045	29,964	29,991	30,015	30,019	29,786	30,842
Maine	11,831	11,701	11,560	11,678	11,992	11,871	12,328	11,821	11,989	12,507	13,212	13,977
Maryland	17,365	17,422	17,470	17,702	17,719	17,668	17,646	17,618	17,634	17,721	17,786	17,936
Massachusetts	75,764	76,482	77,023	77,655	78,265	78,901	79,454	80,139	80,544	81,130	81,925	82,447
Michigan	70,911	70,953	73,277	76,989	81,875	83,275	82,516	81,841	80,183	79,114	78,256	77,476
Minnesota	65,474	65,711	66,036	66,289	66,392	66,381	66,377	66,352	66,381	66,158	66,113	66,150
Mississippi	19,144	19,382	19,663	19,710	19,731	19,764	19,800	19,824	19,860	19,862	19,866	19,872
Missouri	74,413	73,697	74,901	74,891	75,075	75,443	76,170	76,938	76,782	77,140	77,766	78,723
Montana	12,635	12,652	12,687	12,240	12,220	12,177	12,263	12,239	12,226	12,202	12,166	12,193
Nebraska	27,195	27,376	27,470	26,960	27,130	27,157	27,157	27,146	27,039	27,206	27,282	27,390
Nevada	2,132	2,142	2,158	2,172	2,181	2,205	2,222	2,236	2,245	2,244	2,251	2,256
New Hampshire	4,063	4,149	4,205	4,241	4,305	4,440	4,417	4,493	4,569	4,573	4,588	4,612
New Jersey	27,356	27,892	28,231	28,573	28,785	29,028	29,591	29,865	30,130	30,335	30,543	30,661
New Mexico	8,824	8,857	8,854	8,863	8,899	8,857	8,908	8,869	8,937	8,918	8,937	8,938
New York	110,859	110,003	111,276	110,477	110,013	110,232	111,007	112,018	112,553	113,301	113,899	114,656
North Carolina	31,972	32,374	32,291	32,383	32,497	32,580	33,550	34,090	34,431	34,650	34,859	35,009
North Dakota	7,895	7,969	8,009	8,040	8,114	8,149	8,290	8,346	8,468	8,586	8,746	8,868
Ohio	109,608	110,121	110,619	111,508	114,398	115,918	117,730	119,013	120,925	123,708	125,525	125,699
Oklahoma	65,117	65,119	65,426	65,753	66,441	67,158	68,442	68,794	69,278	69,773	70,047	70,363
Oregon	18,853	18,511	18,905	19,113	19,464	19,825	20,233	20,542	20,741	20,932	20,998	21,075
Pennsylvania	87,837	87,231	84,941	85,805	84,320	82,096	81,466	81,029	80,495	79,916	79,297	78,734
Rhode Island	6,245	6,265	6,279	6,337	6,431	6,534	6,566	6,595	6,640	6,705	6,768	6,785
South Carolina	23,641	24,007	24,382	24,592	24,532	24,985	24,659	24,277	23,430	22,255	21,454	21,045
South Dakota	16,270	16,285	16,328	16,296	16,010	15,103	13,907	13,794	13,878	13,995	14,043	14,212
Tennessee	22,125	21,946	21,767	21,564	21,379	21,206	21,111	21,007	20,878	20,773	20,706	20,733
Texas	113,393	113,786	114,322	115,533	116,737	118,047	117,213	118,369	120,520	120,936	121,042	120,625
Utah	13,592	13,435	13,542	13,870	13,599	13,609	13,623	13,687	13,759	13,788	13,821	13,875
Vermont	5,728	5,754	5,816	5,709	5,723	5,667	5,645	5,613	5,595	5,572	5,522	5,588
Virginia	8,629	9,957	11,117	12,209	13,086	13,722	14,356	14,868	15,278	15,641	15,953	16,225
Washington	37,539	37,631	37,617	37,617	38,575	38,808	38,870	38,973	38,977	39,061	39,068	39,098
West Virginia	17,912	17,991	18,020	17,996	18,068	18,068	18,133	17,854	17,796	17,749	17,446	17,362
Wisconsin	44,211	44,747	45,163	45,690	46,057	46,586	47,042	47,500	48,137	48,709	49,257	49,622
Wyoming	3,059	3,041	3,089	3,134	3,152	3,210	3,185	3,223	3,237	3,255	3,283	3,315

¹ Under plans approved by the Social Security Board.

Table 16.—*Aid to dependent children: Amount of payments to recipients, by States and by months, 1936¹*

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	\$49,463,021	\$3,523,446	\$3,760,341	\$3,797,104	\$3,941,682	\$3,992,868	\$4,221,496	\$4,254,012	\$4,017,410	\$4,211,551	\$4,379,309	\$4,506,790	\$4,706,912
Alabama.....	614,380	55,777	67,077	24,102	44,219	43,450	43,534	50,847	53,032	55,254	58,330	58,881	58,908
Arizona.....	151,801	2,000	2,000	2,000	2,000	2,000	13,010	16,426	10,205	20,153	21,064	21,064	27,000
Arkansas.....	234,037	6,581	6,759	7,186	8,098	8,517	16,059	18,050	19,480	20,253	33,368	36,644	42,073
California.....	2,443,755	296,179	267,437	294,531	260,346	265,906	267,437	267,437	267,437	267,437	270,268	275,264	298,785
Colorado.....	177,698	68,165	68,165	68,165	68,165	68,165	68,165	68,165	68,165	68,165	68,165	68,165	68,165
Connecticut.....	711,698	73,490	73,490	73,490	73,490	73,490	73,490	73,490	73,490	73,490	73,490	73,490	73,490
Delaware.....	111,380	7,713	7,713	7,713	7,713	7,713	7,713	7,713	7,713	7,713	7,713	7,713	7,713
District of Columbia.....	42,097	42,097	42,097	42,097	42,097	42,097	42,097	42,097	42,097	42,097	42,097	42,097	42,097
Florida.....	269,514	14,854	23,693	23,693	23,693	23,693	23,693	23,693	23,693	23,693	23,693	23,693	23,693
Georgia.....	382,504	6,600	14,294	20,654	27,441	27,441	27,441	27,441	27,441	27,441	27,441	27,441	27,441
Idaho.....	188,500	181,000	175,000	171,000	165,000	165,000	165,000	165,000	165,000	165,000	165,000	165,000	165,000
Illinois.....	366,298	29,800	29,800	29,800	29,800	29,800	29,800	29,800	29,800	29,800	29,800	29,800	29,800
Indiana.....	600,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000
Iowa.....	42,000	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500
Kansas.....	108,800	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000
Kentucky.....	732,182	669	669	669	669	669	669	669	669	669	669	669	669
Louisiana.....	1,600,031	38,159	38,159	38,159	38,159	38,159	38,159	38,159	38,159	38,159	38,159	38,159	38,159
Maryland.....	3,349,400	264,473	265,738	275,959	238,567	239,473	280,574	272,374	271,140	280,574	280,574	280,574	280,574
Massachusetts.....	2,213,052	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000
Michigan.....	1,595,896	123,182	123,182	123,182	123,182	123,182	123,182	123,182	123,182	123,182	123,182	123,182	123,182
Minnesota.....	32,007	3,078	3,078	3,078	3,078	3,078	3,078	3,078	3,078	3,078	3,078	3,078	3,078
Mississippi.....	223,854	19,483	19,483	19,483	19,483	19,483	19,483	19,483	19,483	19,483	19,483	19,483	19,483
Missouri.....	482,524	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000
Montana.....	66,000	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700
Nebraska.....	138,874	8,210	10,939	11,168	11,196	11,706	12,083	12,015	12,315	12,232	12,368	12,315	12,297
Nevada.....	3,237,634	267,000	267,000	267,000	267,000	267,000	267,000	267,000	267,000	267,000	267,000	267,000	267,000
New Hampshire.....	98,038	1,020,579	1,020,579	1,020,579	1,020,579	1,020,579	1,020,579	1,020,579	1,020,579	1,020,579	1,020,579	1,020,579	1,020,579
New Jersey.....	12,357,773	61,753	61,753	61,753	61,753	61,753	61,753	61,753	61,753	61,753	61,753	61,753	61,753
New Mexico.....	2,390,507	175,000	175,000	175,000	175,000	175,000	175,000	175,000	175,000	175,000	175,000	175,000	175,000
New York.....	716,539	1,826	1,826	1,826	1,826	1,826	1,826	1,826	1,826	1,826	1,826	1,826	1,826
North Carolina.....	2,353,162	23,069	23,069	23,069	23,069	23,069	23,069	23,069	23,069	23,069	23,069	23,069	23,069
Ohio.....	3,352,000	285,160	285,160	285,160	285,160	285,160	285,160	285,160	285,160	285,160	285,160	285,160	285,160
Oklahoma.....	329,801	27,277	27,277	27,277	27,277	27,277	27,277	27,277	27,277	27,277	27,277	27,277	27,277
Oregon.....	72,991	6,414	6,466	6,999	6,859	6,877	6,999	6,999	6,999	6,999	6,999	6,999	6,999
Rhode Island.....	40,167	3,187	3,187	3,187	3,187	3,187	3,187	3,187	3,187	3,187	3,187	3,187	3,187
South Dakota.....	550,297	8,945	7,744	44,921	53,470	54,625	55,270	53,807	50,612	53,432	54,600	56,085	56,000
Tennessee.....	45,600	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800
Texas.....	1,316,168	28,773	67,671	75,559	81,278	100,151	116,325	123,527	131,910	130,413	142,730	146,710	151,818
Utah.....	2,793,430	198,102	206,134	215,170	224,546	221,012	227,501	232,236	237,172	241,737	256,933	264,016	268,872
Vermont.....	146,017	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036
Virginia.....	3,349,400	264,473	265,738	275,959	238,567	239,473	280,574	272,374	271,140	280,574	280,574	280,574	280,574
West Virginia.....	1,600,031	38,159	38,159	38,159	38,159	38,159	38,159	38,159	38,159	38,159	38,159	38,159	38,159
Wisconsin.....	3,349,400	264,473	265,738	275,959	238,567	239,473	280,574	272,374	271,140	280,574	280,574	280,574	280,574
Wyoming.....	146,017	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036

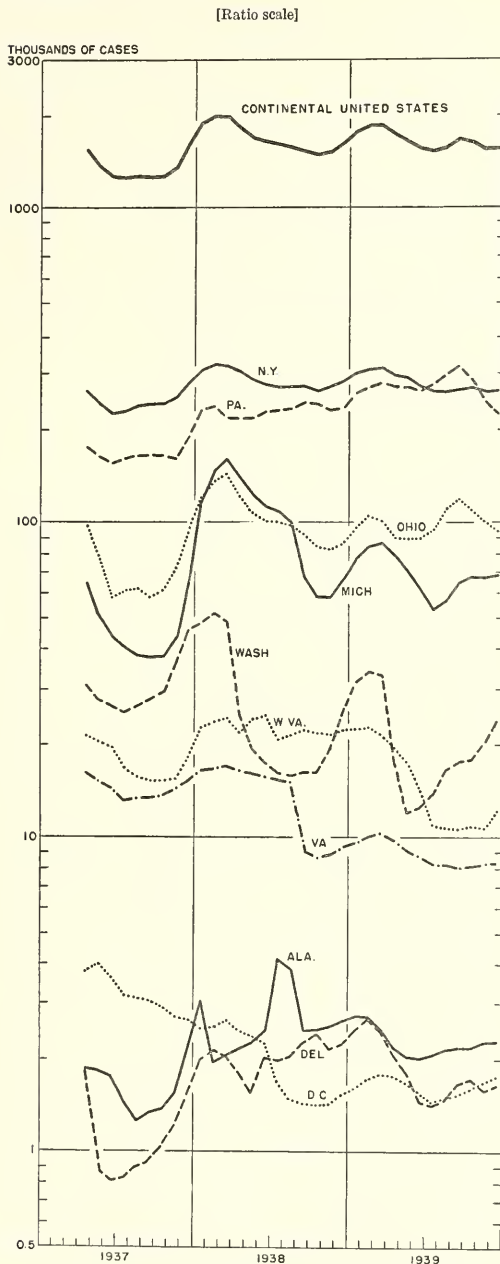
¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to dependent children under plans approved by the Social Security Board. Figures italicized partly estimated; represent payments in States administering aid to dependent children (mothers' pensions) under State law without Federal funds not included aid to dependent children (mothers' pensions) under State law without Federal funds not included aid to dependent children program during 1936, except Alaska for which data are not available.

² Federal funds available but no payments made.

³ Does not include mothers' pensions administered under State law without Federal participation.

⁴ Federal funds not available and no payments made under State law without Federal participation.

Chart 8.—General relief: Trend in number of cases in the continental United States and in selected States, 1937–39



8 reflect the increase due to this industrial slump except where special conditions limited expansion of the general relief program. The trend in general relief cases in Alabama from June to September 1938 reflects the effect of decreased industrial activity in a particular area. During July, when the textile mills in Madison County, Ala., were closed, the burden of caring for the unemployed fell on the general relief program and the number of cases receiving such assistance increased sharply. In August 1938, with increases in WPA employment and improvement in industrial conditions, the number of cases receiving general relief decreased somewhat. By September the extraordinary need in the county had disappeared and the general relief case load in the State dropped to the level of June 1938.

WPA Employment

Except in unusual circumstances the trend in general relief rises in the winter months and falls in the summer months. The usual seasonal decrease during the summer months was offset in many States during July, August, and September 1939 by decreased WPA employment. Curtailment of the WPA program was accentuated after June 1939 because the appropriation for such employment was reduced and the WPA was required to drop from projects all persons who had had continuous WPA employment for 18 months or more. The curves for general relief in Michigan, Ohio, and Pennsylvania depict the rise in the number of cases during July–September 1939 following WPA lay-offs.

Availability of Funds

The response of the general relief program to need arising from any cause is dependent upon the extent and adequacy of appropriations for the program from State, or from State and local, funds. In Ohio a stringency of local funds during the last quarter of 1939 resulted in a sharp decrease in the number of cases receiving general relief. The same factor is illustrated in the curve for West Virginia beginning with February 1939, when a decrease in the general relief rolls resulted from lack of State funds. In the District of Columbia inadequate appropriations for general relief have resulted in a generally declining trend in the program since May 1937.

Table 17.—Aid to dependent children: Amount of money to recipients, by States and by months, 1937¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$71,450,453	\$4,941,259	\$5,107,235	\$5,378,146	\$5,495,579	\$5,660,324	\$5,701,709	\$5,920,712	\$6,148,928	\$6,329,391	\$6,586,599	\$6,919,286	\$7,291,315
Alabama	712,537	59,005	58,844	59,994	55,928	53,088	54,591	55,598	58,290	58,008	61,325	61,392	68,098
Alaska	412,313	31,321	30,414	30,414	30,414	30,414	30,414	30,414	30,414	30,414	30,414	30,414	30,414
Arizona	400,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000
Arkansas	601,139	45,018	45,614	47,714	50,419	52,615	54,113	49,813	53,710	52,905	49,405	45,211	45,211
California	4,130,779	297,900	301,612	308,101	313,066	321,024	328,408	328,408	345,619	363,066	381,131	402,661	415,241
Colorado	1,162,368	82,692	80,004	95,916	97,126	99,023	97,725	98,880	100,198	98,913	99,992	100,070	101,419
Connecticut	777,713	64,000	64,000	66,235	63,070	68,618	66,068	61,009	64,000	65,866	64,000	66,446	66,446
Delaware	151,313	11,716	11,734	11,703	11,527	12,009	12,229	12,833	12,951	13,262	13,147	13,780	14,417
District of Columbia	86,727	65,340	64,006	60,786	58,738	54,439	57,319	51,532	49,897	51,532	49,897	51,532	51,532
Florida	229,093	24,340	24,115	24,973	21,860	21,858	21,858	21,858	22,643	22,643	22,643	22,643	22,643
Georgia	196,876	57,313	57,313	60,311	61,578	57,589	58,611	57,784	58,339	58,216	58,216	58,216	58,216
Hawaii	608,626	145,000	145,000	145,000	145,000	145,000	145,000	145,000	145,000	145,000	145,000	145,000	145,000
Idaho	1,940,700	185,000	185,000	185,000	185,000	185,000	185,000	185,000	185,000	185,000	185,000	185,000	185,000
Illinois	2,477,518	204,219	204,219	204,219	204,219	204,219	204,219	204,219	204,219	204,219	204,219	204,219	204,219
Iowa	254,219	25,422	25,422	25,422	25,422	25,422	25,422	25,422	25,422	25,422	25,422	25,422	25,422
Kansas	254,219	25,422	25,422	25,422	25,422	25,422	25,422	25,422	25,422	25,422	25,422	25,422	25,422
Kentucky	1,072,305	83,000	83,000	83,000	83,000	83,000	83,000	83,000	83,000	83,000	83,000	83,000	83,000
Louisiana	1,772,305	137,034	137,034	143,310	149,453	157,060	157,060	149,453	165,960	172,069	157,137	168,836	170,778
Maine	558,456	46,850	46,850	47,312	48,052	46,537	47,312	46,537	44,351	45,842	45,842	46,711	47,533
Maryland	2,149,666	156,857	160,767	161,136	169,129	172,266	170,368	160,428	185,366	192,538	192,239	195,669	201,178
Massachusetts	4,526,293	299,691	312,902	356,690	340,988	344,036	352,690	374,381	404,013	386,663	412,870	400,948	449,912
Michigan	4,418,058	297,013	332,393	356,269	369,682	353,555	353,748	339,915	360,773	382,254	408,786	427,731	451,819
Minnesota	1,694,000	158,259	158,259	158,259	158,259	158,259	158,259	158,259	158,259	158,259	158,259	158,259	158,259
Mississippi	16,320	860	860	860	860	860	860	860	860	860	860	860	860
Missouri	1,100,688	12,787	12,787	12,787	12,787	12,787	12,787	12,787	12,787	12,787	12,787	12,787	12,787
Montana	359,293	17,397	17,397	17,397	17,397	17,397	17,397	17,397	17,397	17,397	17,397	17,397	17,397
Nebraska	1,171,856	81,386	81,386	81,386	81,386	81,386	81,386	81,386	81,386	81,386	81,386	81,386	81,386
Nevada	152,346	12,333	12,315	12,315	12,315	12,315	12,315	12,315	12,487	13,436	13,414	13,362	13,443
New Hampshire	3,606,427	280,327	288,959	292,737	293,804	293,967	296,977	302,737	302,478	301,541	306,066	310,058	325,756
New Jersey	325,711	26,784	26,231	32,570	21,203	23,450	23,548	24,735	25,652	27,283	28,215	29,450	33,580
New Mexico	13,217,288	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213
New York	237,462	6,412	6,412	6,412	6,412	6,412	6,412	6,412	6,412	6,412	6,412	6,412	6,412
North Carolina	4,000,441	278,660	291,459	306,418	317,363	324,673	327,884	333,631	343,660	350,430	361,616	374,111	390,576
North Dakota	1,628,693	74,418	86,537	99,388	109,661	129,918	130,674	137,456	141,143	146,847	150,353	151,234	150,353
Ohio	2,324,927	25,409	25,654	26,514	26,576	25,701	26,025	25,172	26,025	28,728	30,373	32,985	35,209
Oklahoma	6,091,259	352,423	373,615	410,608	451,974	499,477	543,147	557,712	568,822	575,610	580,542	585,133	592,196
Pennsylvania	464,829	32,036	29,862	33,412	35,662	37,724	39,415	39,586	44,202	44,202	44,202	44,202	44,202
Rhode Island	81,892	24,793	24,793	24,793	24,793	24,793	24,793	24,793	24,793	24,793	24,793	24,793	24,793
South Carolina	384,951	6,495	6,495	6,495	6,495	6,495	6,495	6,495	6,495	6,495	6,495	6,495	6,495
South Dakota	404,340	3,244	3,244	3,244	3,244	3,244	3,244	3,244	3,244	3,244	3,244	3,244	3,244
Tennessee	852,940	58,021	62,957	65,004	67,026	68,587	69,749	67,147	71,641	75,998	79,210	81,692	84,708
Texas	81,714	6,768	6,768	6,768	6,768	6,768	6,768	6,768	6,768	6,768	6,768	6,768	6,768
Vermont	159,293	15,293	15,293	15,293	15,293	15,293	15,293	15,293	15,293	15,293	15,293	15,293	15,293
Virginia	2,170,823	174,530	174,530	174,530	174,530	174,530	174,530	174,530	174,530	174,530	174,530	174,530	174,530
Washington	1,800,818	2,479	4,073	30,650	49,151	68,827	79,952	90,171	102,272	100,031	100,031	111,870	114,881
West Virginia	3,588,045	273,950	281,581	285,652	293,114	293,114	293,114	293,114	293,114	293,114	293,114	293,114	293,114
Wisconsin	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271
Wyoming	232,752	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent aid from State and local funds in States administering aid to dependent children under plans in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

* Does not include mothers' pensions administered under State law without Federal participation. Federal funds available but no payments made under plan approved by the Social Security Board.

* Federal funds available but no payments made.

Table 18.—*Aid to dependent children: Amount of payments to recipients, by States and by months, 1938¹*
 [Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$87,809,966	\$7,362,010	\$7,601,171	\$7,902,620	\$7,908,937	\$7,910,351	\$8,017,021	\$8,012,990	\$8,330,056	\$8,418,414	\$8,535,935	\$8,771,252	\$8,972,610
Alabama	924,090	69,427	67,045	68,766	69,171	67,553	70,074	100,892	102,078	101,911	89,235	70,544	70,495
Arizona	682,808	46,155	50,133	50,133	53,393	55,214	56,584	57,900	61,657	61,657	62,048	63,444	63,444
Arkansas	591,279	40,191	48,853	48,025	47,551	46,921	46,949	46,485	46,311	45,887	22,481	21,970	32,612
California	5,335,958	423,391	438,270	451,550	464,357	477,104	483,886	491,922	491,553	492,037	497,231	513,034	526,233
Colorado	1,035,925	70,000	70,000	70,000	108,379	111,418	113,856	113,937	113,724	113,724	116,307	118,201	120,234
Connecticut	838,000	72,000	72,000	72,000	108,379	111,418	113,856	113,937	113,724	113,724	116,307	118,201	120,234
Delaware	184,988	14,841	15,019	16,663	17,202	17,128	17,202	17,202	17,202	17,202	17,202	17,202	17,202
District of Columbia	692,601	62,419	63,176	60,898	60,898	58,198	54,720	50,241	51,269	50,702	49,717	48,297	48,297
Florida	2,877,827	25,737	24,145	24,145	24,145	24,145	24,145	24,145	24,145	24,145	24,145	24,145	24,145
Georgia	1,047,951	70,593	76,136	81,321	83,249	84,613	86,023	91,153	93,148	93,703	95,156	95,690	96,476
Hawaii	363,749	35,510	29,266	28,852	29,266	30,336	30,336	30,336	30,336	30,336	30,336	30,336	30,336
Idaho	793,220	60,079	60,079	60,079	60,079	60,079	60,079	60,079	60,079	60,079	60,079	60,079	60,079
Illinois	2,016,280	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000
Indiana	4,596,644	346,772	351,281	351,103	368,508	374,325	381,374	388,854	393,732	400,027	402,707	408,190	417,021
Iowa	744,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000
Kentucky	1,408,690	102,418	110,004	111,088	115,843	118,735	120,159	122,097	122,097	126,718	131,736	137,278	142,382
Louisiana	2,210,978	169,067	171,533	175,883	177,519	176,537	180,273	182,816	182,816	187,413	191,946	197,769	200,584
Maine	603,727	48,684	49,805	50,671	51,673	52,269	51,576	50,600	49,912	48,713	47,379	45,765	44,068
Maryland	2,745,362	211,247	220,286	228,886	230,838	226,911	223,966	225,427	227,882	231,883	233,316	236,447	245,153
Massachusetts	6,268,519	453,982	465,525	511,634	497,230	526,287	498,809	518,167	559,133	519,312	537,453	590,566	575,055
Michigan	5,523,843	408,014	410,014	410,014	410,014	410,014	410,014	410,014	410,014	410,014	410,014	410,014	410,014
Minnesota	2,411,338	182,406	170,240	180,637	188,880	196,880	197,171	202,483	205,839	214,563	224,230	231,551	240,224
Mississippi	1,060,660	89,000	89,000	89,000	89,000	89,000	89,000	89,000	89,000	89,000	89,000	89,000	89,000
Missouri	1,473,944	3,350	14,267	34,602	71,803	97,169	120,747	141,253	156,239	178,821	199,572	220,222	233,888
Montana	655,728	48,003	48,002	50,919	52,007	54,336	55,243	56,224	56,585	57,189	58,038	58,423	59,288
Nebraska	1,324,528	105,498	117,097	119,813	105,071	105,248	106,072	106,990	106,904	106,592	108,575	116,442	120,061
Nevada	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621
New Hampshire	102,358	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621
New Jersey	3,899,512	316,721	321,693	322,521	330,200	336,337	332,677	309,917	310,879	314,410	318,243	323,053	332,189
New Mexico	386,551	34,811	35,728	36,066	36,282	36,471	37,213	37,914	26,891	26,028	26,061	26,177	27,909
New York	17,448,056	1,270,451	1,300,674	1,316,114	1,330,252	1,324,812	1,331,077	1,334,064	1,117,720	1,615,819	1,660,031	1,697,504	1,717,686
North Carolina	1,370,936	94,250	94,250	94,250	94,250	94,250	94,250	94,250	94,250	94,250	94,250	94,250	94,250
North Dakota	1,370,936	94,250	94,250	94,250	94,250	94,250	94,250	94,250	94,250	94,250	94,250	94,250	94,250
Ohio	2,608,047	398,667	407,018	415,846	426,211	432,968	438,971	445,968	452,968	459,968	466,968	473,968	480,968
Oklahoma	5,083,852	229,167	229,167	229,167	229,167	229,167	229,167	229,167	229,167	229,167	229,167	229,167	229,167
Oregon	602,918	36,106	38,680	41,021	45,741	50,013	52,580	55,167	57,754	55,040	57,234	59,400	60,423
Pennsylvania	7,281,013	601,121	602,334	607,053	607,934	612,470	611,147	612,816	602,733	597,241	591,739	595,043	609,102
Rhode Island	43,065	43,065	43,065	43,065	43,065	43,065	43,065	43,065	43,065	43,065	43,065	43,065	43,065
South Carolina	681,282	43,065	43,065	43,065	43,065	43,065	43,065	43,065	43,065	43,065	43,065	43,065	43,065
South Dakota	553,462	55,462	55,462	55,462	55,462	55,462	55,462	55,462	55,462	55,462	55,462	55,462	55,462
Tennessee	2,111,824	131,015	152,950	155,422	175,138	182,637	189,568	188,461	187,107	185,959	184,544	183,547	182,417
Texas	1,063,317	87,176	89,040	92,703	95,422	98,146	100,870	103,594	106,318	109,042	111,766	114,490	117,214
Vermont	81,357	81,357	81,357	81,357	81,357	81,357	81,357	81,357	81,357	81,357	81,357	81,357	81,357
Virginia	2,097,871	191,101	189,498	192,081	194,664	197,248	199,832	202,416	205,000	207,584	210,168	212,752	215,336
West Virginia	1,464,311	116,920	118,990	121,060	123,130	125,200	127,270	129,340	131,410	133,480	135,550	137,620	139,690
Wisconsin	4,393,932	331,636	335,588	339,540	343,492	347,444	351,396	355,348	359,300	363,252	367,204	371,156	375,108
Wyoming	214,216	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to dependent children under plans approved by the Social Security Board. Figures italicized partly estimated; figures in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Includes aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

³ Does not include mothers' pensions administered under State law without Federal participation.

Table 19.—*Aid to dependent children: Amount of payments to recipients, by States and by months, 1939¹*
 (Data reported by State agencies, corrected to Jan. 15, 1940)

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	\$116,343,457	\$9,258,006	\$9,425,586	\$9,530,822	\$9,245,078	\$9,312,543	\$9,618,949	\$9,670,531	\$9,696,403	\$9,740,471	\$9,871,032	\$9,930,595	\$10,043,941
Alabama.....	937,395	90,371	70,167	69,193	68,982	68,982	68,650	70,407	71,973	65,597	73,300	70,419	70,716
Alaska.....	842,215	70,412	74,675	70,978	70,532	70,532	73,749	80,005	79,864	80,548	80,084	80,548	80,548
Arizona.....	389,789	32,476	32,185	32,131	32,239	32,239	32,239	32,239	32,239	32,239	32,239	32,239	32,239
California.....	6,947,960	632,698	644,077	656,925	665,787	671,077	679,979	682,976	686,132	689,269	692,618	695,081	698,845
Colorado.....	1,723,380	130,467	144,725	141,396	142,892	143,073	143,073	143,073	143,073	143,073	143,073	143,073	143,073
Connecticut.....	877,773	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000
Delaware.....	181,762	14,363	14,363	14,363	14,363	14,363	14,363	14,363	14,363	14,363	14,363	14,363	14,363
District of Columbia.....	41,161	41,161	41,161	41,161	41,161	41,161	41,161	41,161	41,161	41,161	41,161	41,161	41,161
Florida.....	878,843	48,361	48,361	48,361	48,361	48,361	48,361	48,361	48,361	48,361	48,361	48,361	48,361
Georgia.....	989,331	96,818	97,760	97,983	98,029	98,029	98,029	98,029	98,029	98,029	98,029	98,029	98,029
Hawaii.....	32,280	33,486	33,486	33,486	33,486	33,486	33,486	33,486	33,486	33,486	33,486	33,486	33,486
Idaho.....	398,878	70,824	70,824	70,824	70,824	70,824	70,824	70,824	70,824	70,824	70,824	70,824	70,824
Illinois.....	2,026,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000
Indiana.....	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000
Iowa.....	1,946,220	147,250	147,250	147,250	147,250	147,250	147,250	147,250	147,250	147,250	147,250	147,250	147,250
Kansas.....	176,451	17,451	17,451	17,451	17,451	17,451	17,451	17,451	17,451	17,451	17,451	17,451	17,451
Kentucky.....	2,842,255	217,171	217,171	217,171	217,171	217,171	217,171	217,171	217,171	217,171	217,171	217,171	217,171
Louisiana.....	920,063	49,815	49,815	49,815	49,815	49,815	49,815	49,815	49,815	49,815	49,815	49,815	49,815
Maine.....	2,856,789	247,329	247,329	247,329	247,329	247,329	247,329	247,329	247,329	247,329	247,329	247,329	247,329
Maryland.....	7,459,326	620,024	620,024	620,024	620,024	620,024	620,024	620,024	620,024	620,024	620,024	620,024	620,024
Massachusetts.....	6,118,183	509,144	509,144	509,144	509,144	509,144	509,144	509,144	509,144	509,144	509,144	509,144	509,144
Michigan.....	3,362,369	248,071	248,071	248,071	248,071	248,071	248,071	248,071	248,071	248,071	248,071	248,071	248,071
Minnesota.....	8,078	8,078	8,078	8,078	8,078	8,078	8,078	8,078	8,078	8,078	8,078	8,078	8,078
Mississippi.....	2,401,618	203,551	203,551	203,551	203,551	203,551	203,551	203,551	203,551	203,551	203,551	203,551	203,551
Missouri.....	1,472,288	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730
Montana.....	35,069	35,069	35,069	35,069	35,069	35,069	35,069	35,069	35,069	35,069	35,069	35,069	35,069
Nebraska.....	224,610	13,324	13,324	13,324	13,324	13,324	13,324	13,324	13,324	13,324	13,324	13,324	13,324
Nevada.....	3,950,961	335,606	335,606	335,606	335,606	335,606	335,606	335,606	335,606	335,606	335,606	335,606	335,606
New Hampshire.....	431,880	28,538	28,538	28,538	28,538	28,538	28,538	28,538	28,538	28,538	28,538	28,538	28,538
New Jersey.....	1,182,774	1,182,774	1,182,774	1,182,774	1,182,774	1,182,774	1,182,774	1,182,774	1,182,774	1,182,774	1,182,774	1,182,774	1,182,774
New Mexico.....	804,530	61,822	61,822	61,822	61,822	61,822	61,822	61,822	61,822	61,822	61,822	61,822	61,822
New York.....	4,906,527	435,539	435,539	435,539	435,539	435,539	435,539	435,539	435,539	435,539	435,539	435,539	435,539
North Dakota.....	2,535,399	212,326	212,326	212,326	212,326	212,326	212,326	212,326	212,326	212,326	212,326	212,326	212,326
Ohio.....	839,055	62,518	62,518	62,518	62,518	62,518	62,518	62,518	62,518	62,518	62,518	62,518	62,518
Oklahoma.....	10,934,785	729,890	729,890	729,890	729,890	729,890	729,890	729,890	729,890	729,890	729,890	729,890	729,890
Oregon.....	804,725	60,234	60,234	60,234	60,234	60,234	60,234	60,234	60,234	60,234	60,234	60,234	60,234
Pennsylvania.....	350,069	37,578	37,578	37,578	37,578	37,578	37,578	37,578	37,578	37,578	37,578	37,578	37,578
Rhode Island.....	2,447,957	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494
South Carolina.....	10,369,897	804,725	804,725	804,725	804,725	804,725	804,725	804,725	804,725	804,725	804,725	804,725	804,725
South Dakota.....	350,069	37,578	37,578	37,578	37,578	37,578	37,578	37,578	37,578	37,578	37,578	37,578	37,578
Tennessee.....	2,447,957	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494
Texas.....	10,369,897	804,725	804,725	804,725	804,725	804,725	804,725	804,725	804,725	804,725	804,725	804,725	804,725
Vermont.....	1,036,135	10,896	10,896	10,896	10,896	10,896	10,896	10,896	10,896	10,896	10,896	10,896	10,896
Virginia.....	308,324	18,072	18,072	18,072	18,072	18,072	18,072	18,072	18,072	18,072	18,072	18,072	18,072
Washington.....	1,835,948	169,904	169,904	169,904	169,904	169,904	169,904	169,904	169,904	169,904	169,904	169,904	169,904
West Virginia.....	1,714,712	129,795	129,795	129,795	129,795	129,795	129,795	129,795	129,795	129,795	129,795	129,795	129,795
Wisconsin.....	6,156,667	409,867	409,867	409,867	409,867	409,867	409,867	409,867	409,867	409,867	409,867	409,867	409,867
Wyoming.....	260,159	18,817	18,817	18,817	18,817	18,817	18,817	18,817	18,817	18,817	18,817	18,817	18,817

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to dependent children under plans approved by the Social Security Board. Figures italicized partially estimated; represent payments in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Includes aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

³ Does not include mothers' pensions administered under State law without Federal participation.

Changes in Policies and Procedures

Administrative policies and procedures regarding eligibility for general relief are closely related to, and often dependent upon, the adequacy of State and/or local funds for the program. In the District of Columbia, Ohio, and West Virginia, the policy of giving relief only to unemployable persons was inaugurated when funds were limited. Early in 1939 a policy was established in the State of Washington to exclude all employable persons from eligibility to receive relief; part of the sharp decrease from February to April 1939 in the number of cases receiving general relief in this State was attributable to this new policy.

Development of Programs

The curve for general relief cases in Virginia illustrates the effect of the inauguration in September 1938 of programs for old-age assistance and aid to the blind under plans approved by the Social Security Board; prior to approval of such plans Virginia had no program for aid to the needy aged or blind, and any such individuals receiving assistance were aided under the general relief program. General relief in this State decreased sharply from August 1938 as cases were transferred to the programs for the special types of public assistance. Transfers from the general relief to the old-age assistance program were made

Table 20.—Aid to dependent children: Families receiving aid, by States and by months, 1936¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	122,792	131,649	131,855	144,030	148,558	156,157	157,614	147,868	140,253	153,917	157,800	160,251
Alabama	5,938	6,107	4,456	5,136	4,959	4,911	5,482	5,672	5,322	5,265	5,299	5,316
Arizona	70	70	70	70	70	70	465	648	656	719	829	953
Arkansas	1,142	1,160	1,085	1,265	1,439	2,301	2,560	2,761	2,973	3,293	3,585	4,044
California	8,859	8,877	8,987	9,058	9,044	9,102	8,259	8,343	8,537	8,510	8,512	8,875
Colorado	376	378	373	783	867	997	1,445	1,738	1,894	1,996	2,091	2,252
Connecticut	1,814	1,295	1,297	1,290	1,292	1,329	1,380	1,559	1,545	1,542	1,547	1,540
Delaware	332	351	345	361	550	348	518	375	384	387	391	395
District of Columbia	1,807	1,615	1,583	1,591	1,591	1,533	1,550	1,575	1,452	1,378	1,335	1,317
Florida	2,488	2,364	2,278	2,112	2,080	1,606	1,538	1,802	1,904	2,188	2,266	2,282
Idaho	250	545	819	1,125	1,465	1,390	1,430	1,458	1,514	1,532	1,561	1,609
Illinois	8,000	7,900	7,700	7,600	7,600	7,400	7,200	6,900	6,400	6,200	6,100	6,000
Indiana	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	275	623	1,293	2,078
Iowa	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900
Kansas	194	194	194	194	194	194	194	194	194	194	194	194
Kentucky	230	240	240	240	230	230	230	230	230	230	230	230
Louisiana	49	49	49	49	49	4,023	4,107	4,240	4,385	4,683	5,116	5,335
Maine	957	996	1,060	1,109	1,166	1,185	1,198	1,205	1,212	1,209	1,232	1,255
Maryland		4,912	5,271	5,415	5,548	5,494	5,422	4,880	4,877	4,956	4,933	4,982
Massachusetts	4,322	4,962	4,675	4,603	4,619	4,724	4,765	4,787	4,853	4,944	4,987	5,022
Michigan	9,100	9,100	9,100	9,100	9,100	9,100	9,100	9,100	5,631	7,037	7,862	8,139
Minnesota	4,858	4,428	4,479	4,564	4,604	4,613	4,857	4,857	4,857	4,857	4,857	4,857
Mississippi	1,050	1,214	812	86	86	86	86	86	86	86	86	86
Missouri	280	280	277	284	279	281	280	278	287	290	291	292
Montana	930	930	930	930	930	930	850	850	850	850	850	850
Nebraska	1,300	1,300	1,300	199	781	1,406	1,836	2,155	2,431	2,619	2,701	2,834
Nevada	152	152	152	152	152	152	152	152	152	152	152	152
New Hampshire	235	320	326	325	334	346	345	356	348	346	341	341
New Jersey	10,000	10,000	10,000	9,899	10,044	10,237	10,367	10,413	10,500	10,002	10,513	10,002
New Mexico				32	32	32	54	97	692	773	761	771
New York	24,871	24,421	24,540	24,559	24,691	24,727	24,805	24,686	24,772	24,856	24,884	24,618
North Carolina	300	300	300	300	300	300	302	300	308	331	344	348
Ohio	8,700	8,700	8,700	9,000	9,000	9,000	8,693	8,918	9,225	9,563	9,758	9,769
Oklahoma	264	243	590	11,799	14,229	15,511	15,832	14,141	4	10,328	10,478	9,837
Oregon	1,091	1,116	1,151	1,129	1,151	1,155	1,153	1,153	1,150	1,150	1,140	1,171
Pennsylvania	8,440	8,559	8,524	8,648	8,662	8,661	8,651	8,669	8,624	8,561	9,254	9,580
Rhode Island	555	556	551	545	548	570	584	596	602	601	598	598
South Dakota	1,757	1,752	1,766	1,776	1,773	1,783	1,743	1,736	1,740	1,757	1,720	1,746
Tennessee	247	251	250	249	245	248	257	278	253	258	256	248
Texas	585	290	288	288	289	299	313	312	311	309	314	307
Utah	761	626	1,551	1,826	1,879	1,901	1,864	1,744	1,705	1,710	1,753	1,771
Vermont	263	269	264	263	267	291	317	323	339	343	344	348
Virginia	119	119	119	119	119	119	119	119	119	119	119	119
Washington	2,167	3,462	3,584	3,593	3,989	4,370	4,578	4,802	4,999	5,063	5,162	5,318
West Virginia										30	30	30
Wisconsin	6,888	7,147	7,419	7,681	7,891	8,046	8,153	8,249	8,305	8,403	8,528	8,627
Wyoming		100	269	348	432	501	535	551	565	569	577	594

¹ Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. States not listed did not administer an aid to dependent children program during 1936, except Alaska for which data are not available.

² Does not include mothers' pensions administered under State law without Federal participation.

³ Federal funds available but no payments made.

⁴ Federal funds not available and no payments made under State law without Federal participation.

in Washington between April 1937 and 1938, but the effect of these transfers is not apparent in the curve for the State shown in chart 8.

Circumstances Affecting Employment

In two of the States included in chart 8 (Michigan and Washington) the trend in the number of cases receiving general relief was influenced by strikes in the principal industries of the State. In Michigan, part of the increase in cases receiving general relief during the last months of 1939 resulted from the strike in the automobile in-

dustry; the effect of the strike on the general relief program was alleviated, however, by an increase in WPA employment and by an improvement in general industrial employment outside the automobile industry. In Washington, the rise in the number of cases from July through October 1937 was attributable partly to labor difficulties in the lumber industry and partly to the usual seasonal decrease in employment and the inability of the WPA program to absorb employable persons as rapidly as they became unemployed in private industry. Unemployment benefits were not payable in Washington until January 1939.

Table 21.—Aid to dependent children: Families receiving aid, by States and by months, 1937¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	166,179	170,838	177,664	182,641	188,924	193,128	196,337	204,140	210,250	216,322	220,636	225,666
Alabama.....	5,364	5,359	5,282	5,011	4,842	4,827	4,779	4,759	4,665	4,815	4,861	5,120
Arizona.....	1,095	954	850	1,009	1,115	1,184	1,255	1,281	1,307	1,359	1,386	1,413
Arkansas.....	4,251	4,473	4,895	5,079	5,079	5,251	5,172	5,079	4,912	4,912	4,876	4,838
California.....	9,019	9,056	9,170	9,343	9,529	9,753	9,861	9,931	10,066	10,421	10,656	10,892
Colorado.....	2,681	2,954	3,149	3,192	3,258	3,203	3,231	3,271	3,261	3,257	3,258	3,294
Connecticut.....	1,300	1,300	1,297	1,300	1,300	1,348	1,300	1,300	1,300	1,300	1,300	1,300
Delaware.....	398	398	398	388	403	409	423	426	438	436	450	459
District of Columbia.....	1,275	1,234	1,234	1,250	1,228	1,223	1,224	1,224	1,213	1,204	1,200	1,233
Florida.....	2,501	2,887	2,298	1,940	1,745	1,288	1,892	1,367	1,693	2,259	1,616	2,270
Georgia.....							402	986	1,451	1,987	2,521	2,929
Hawaii.....						697	751	738	790	830	842	861
Idaho.....	2,040	2,233	2,348	2,400	2,212	2,263	2,237	2,260	2,252	2,242	2,257	2,310
Illinois.....	6,500	6,400	6,500	6,600	7,600	7,600	7,600	7,600	7,600	7,600	7,600	7,600
Indiana.....	2,830	3,898	5,042	6,341	7,420	8,211	8,981	9,706	10,171	10,623	11,062	11,624
Iowa.....	2,899	2,860	2,906	2,925	2,937	2,931	3,072	3,074	3,067	3,070	2,925	3,101
Kansas.....	164	194	194	194	194	194	194	412	1,304	1,827	2,204	2,717
Kentucky.....	230	250	250	250	250	250	250	250	250	250	250	250
Louisiana.....	5,593	5,782	6,036	6,328	6,678	6,737	7,032	7,573	7,718	7,932	7,771	7,857
Maine.....	1,277	1,271	1,284	1,299	1,274	1,265	1,266	1,203	1,234	1,226	1,256	1,279
Maryland.....	5,137	5,145	5,129	5,622	5,578	5,700	5,843	5,927	6,031	6,087	6,165	6,347
Massachusetts.....	6,095	5,344	5,555	5,798	6,985	6,238	6,401	6,580	6,737	6,979	7,144	7,356
Michigan ²	9,387	10,245	10,869	11,112	11,179	10,973	10,888	11,066	11,147	11,227	11,214	11,547
Minnesota.....	4,857	4,857	4,857	4,857	4,857	4,857	4,857	4,857	4,857	4,857	4,857	4,857
Mississippi.....	86	86	86	86	86	86	86	86	86	86	86	86
Missouri.....	551	554	559	561	559	548	520	516	515	511	509	528
Montana.....	850	850	1,172	845	902	995	1,090	1,185	1,327	1,406	1,531	1,606
Nebraska ³	3,092	3,369	3,778	3,673	4,044	4,222	4,153	4,185	4,192	4,142	3,936	3,952
Nevada.....	153	150	150	150	150	150	150	150	150	150	150	150
New Hampshire.....	341	339	335	334	334	334	329	331	352	353	356	357
New Jersey.....	10,618	10,659	10,663	10,710	10,804	10,745	10,753	10,759	10,714	10,709	10,778	10,876
New Mexico.....	829	883	970	992	1,029	1,042	1,063	1,094	1,137	1,153	1,182	1,321
New York.....	24,637	24,697	24,790	24,885	24,959	25,315	25,570	25,667	25,693	25,689	26,157	26,462
North Carolina.....	524	516	518	558	563	536	530	1,313	2,064	2,629	3,284	4,043
North Dakota.....						4	4	4	4	55	189	280
Ohio.....	9,631	9,658	9,668	9,656	9,670	9,612	9,654	9,809	9,900	10,032	10,220	10,447
Oklahoma.....	9,718	10,135	10,687	10,996	11,488	11,816	12,127	12,372	12,719	12,898	13,303	13,834
Oregon.....	1,177	1,189	1,196	1,219	1,199	867	720	790	859	908	965	1,010
Pennsylvania.....	10,064	10,047	11,687	12,825	14,147	15,330	15,743	16,094	16,332	16,531	16,725	16,985
Rhode Island.....	613	625	644	679	722	755	758	786	825	855	856	856
South Carolina.....								141	425	787	1,220	1,619
South Dakota.....	1,923	2,026	2,056	2,004	1,865	1,823	1,825	1,856	1,833	1,796	1,761	1,766
Tennessee.....	254	251	256	256	259	255	306	2,382	3,853	4,896	5,860	6,692
Texas.....	293	296	289	290	283	278	270	262	251	247	238	221
Utah.....	1,834	1,986	2,092	2,148	2,203	2,246	2,283	2,350	2,384	2,424	2,472	2,514
Vermont.....	358	358	379	382	380	388	380	376	366	361	345	336
Virginia.....	119	119	119	119	119	119	119	119	119	119	119	119
Washington.....	5,582	5,818	6,105	5,917	6,507	6,577	6,485	6,342	6,236	6,245	6,399	6,455
West Virginia.....	205	247	1,355	2,143	2,797	3,526	3,949	4,541	4,661	4,976	5,122	5,290
Wisconsin.....	8,717	8,834	8,904	9,031	9,040	9,022	9,076	9,151	9,190	9,263	9,385	9,589
Wyoming.....	617	652	674	688	686	684	680	667	647	633	605	603

¹ Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Does not include mothers' pensions administered under State law without Federal participation.

³ Federal funds available but no payments made under plan approved by the Social Security Board.

⁴ Federal funds available but no payments made.

Analysis of Payments for Special Types of Public Assistance

The variation among the States in levels of assistance payments to recipients of old-age assistance, aid to dependent children, and aid to the blind has been the subject of much discussion relative to the adequacy and possible revision of present provisions of titles I, IV, and X of the Social Security Act.¹⁵ The extent of variation in the levels of payments in the States may be measured roughly by average payments per

recipient. Such measures are inadequate, however, because they conceal the wide range of payments underlying the State averages. No data on average payments to recipients of the special types of public assistance are presented in this summary.¹⁶ A more comprehensive presentation of payments is given in charts 9 and 10, which show the range, interquartile range, and median amount of the first monthly payments to recipients accepted for old-age assistance and aid to dependent children during the fiscal year 1938-39. The number of recipients accepted for aid to the blind

¹⁵ See *Proposed Changes in the Social Security Act*, a report of the Social Security Board, H. Doc. 110, 76th Cong., 1st sess., p. 21.

¹⁶ Such data are published monthly in the *Social Security Bulletin*.

Table 22.—Aid to dependent children: Families receiving aid, by States and by months, 1938¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	234,791	241,550	247,086	252,893	256,566	259,372	260,542	266,099	269,080	271,067	275,376	280,645
Alabama.....	5,208	5,236	5,345	5,356	5,337	5,384	5,664	5,693	5,727	5,462	5,516	5,573
Arizona.....	1,440	1,484	1,551	1,647	1,703	1,725	1,761	1,846	1,866	1,882	1,925	2,010
Arkansas.....	4,802	4,680	4,585	4,527	4,457	4,405	4,435	4,300	4,242	4,152	4,051	4,011
California.....	11,002	11,406	11,753	12,061	12,322	12,559	12,514	12,502	12,416	12,539	12,682	12,813
Colorado.....	3,353	3,414	3,444	3,517	3,603	3,678	3,681	3,688	3,698	3,778	3,828	3,883
Connecticut.....	1,350	1,350	1,351	1,350	1,350	1,350	1,350	1,350	1,350	1,350	1,350	1,350
Delaware.....	457	465	507	522	520	520	487	480	472	466	467	471
District of Columbia.....	1,258	1,272	1,262	1,234	1,203	1,184	1,100	1,111	1,096	1,082	1,056	1,043
Florida.....	2,285	2,291	2,146	2,108	1,978	1,464	1,406	1,300	1,309	1,657	1,995	2,201
Georgia.....	3,187	3,448	3,726	3,816	3,917	4,011	4,261	4,370	4,446	4,506	4,545	4,582
Hawaii.....	873	879	889	880	919	892	894	868	863	860	915	941
Idaho.....	2,351	2,365	2,425	2,441	2,474	2,501	2,539	2,574	2,611	2,634	2,654	2,689
Illinois.....	7,500	7,500	7,505	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500
Indiana.....	12,088	12,520	12,938	13,286	13,605	13,904	14,136	14,399	14,625	14,733	14,972	15,218
Iowa.....	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000
Kansas.....	3,259	3,548	3,763	3,902	4,031	4,124	4,174	4,233	4,350	4,444	4,542	4,658
Kentucky.....	217	224	229	237	262	246	244	237	231	212	254	257
Louisiana.....	8,124	8,326	8,531	8,697	8,814	8,931	8,918	8,992	8,966	9,161	9,364	9,745
Maine.....	1,298	1,327	1,351	1,377	1,393	1,374	1,347	1,334	1,327	1,321	1,326	1,327
Maryland.....	6,759	6,853	7,123	7,245	7,254	7,201	7,256	7,290	7,367	7,419	7,499	7,662
Massachusetts.....	7,502	7,704	7,947	8,241	8,437	8,641	8,794	8,888	9,016	9,102	9,242	9,407
Michigan.....	12,104	12,512	12,354	12,083	11,969	12,022	12,154	12,364	12,255	12,060	12,111	12,262
Minnesota.....	4,716	4,901	5,169	5,369	5,541	5,682	5,820	5,977	6,121	6,315	6,498	6,716
Mississippi.....	88	88	88	88	88	88	88	88	88	88	88	88
Missouri.....	98	423	1,091	2,222	3,017	3,808	4,486	5,011	5,790	6,528	7,240	7,792
Montana.....	1,718	1,763	1,832	1,890	1,940	1,971	2,005	2,008	2,029	2,059	2,071	2,091
Nebraska.....	4,050	4,110	4,250	4,293	4,319	4,369	4,360	4,369	4,378	4,439	4,490	4,571
Nevada.....	116	114	112	110	109	109	102	114	119	126	121	124
New Hampshire.....	361	361	359	356	355	358	353	350	344	344	344	343
New Jersey.....	10,901	11,025	11,153	11,238	11,342	11,421	10,701	10,692	10,746	10,879	11,077	11,242
New Mexico.....	1,370	1,395	1,415	1,424	1,419	1,437	1,461	1,478	1,469	1,454	1,435	1,503
New York.....	26,775	27,079	27,317	27,003	27,819	27,971	28,185	32,370	33,454	33,984	34,540	34,645
North Carolina.....	4,536	5,298	6,017	6,634	7,030	7,371	7,240	7,308	7,402	7,471	7,624	7,719
North Dakota.....	432	577	684	767	830	909	1,000	1,042	1,094	1,141	1,189	1,243
Ohio.....	10,587	10,685	10,787	10,834	10,879	10,900	10,900	10,884	10,823	10,798	10,762	10,879
Oklahoma.....	14,121	14,398	14,482	14,616	14,583	14,438	14,304	14,521	14,743	14,766	14,860	14,947
Oregon.....	1,035	1,088	1,143	1,254	1,351	1,413	1,425	1,433	1,460	1,497	1,534	1,558
Pennsylvania.....	17,298	17,412	17,633	17,714	17,896	17,905	17,962	17,656	17,460	17,215	17,173	18,290
Rhode Island.....	854	846	846	864	892	921	927	950	981	1,004	1,020	1,041
South Carolina.....	1,875	2,446	2,822	3,133	3,449	3,749	3,744	3,756	3,670	3,816	3,860	4,083
South Dakota.....	1,958	1,981	1,992	1,977	1,940	1,984	1,885	1,813	1,800	1,803	1,821	1,888
Tennessee.....	7,227	8,238	8,877	9,452	9,692	10,291	10,238	10,151	10,116	10,038	9,976	9,939
Texas.....	149	146	143	143	141	140	136	135	132	128	126	121
Utah.....	2,559	2,625	2,744	2,768	2,754	2,799	2,778	2,794	2,831	2,886	2,929	2,935
Vermont.....	328	320	325	327	329	332	336	337	342	344	349	363
Virginia.....	119	119	119	119	119	119	119	119	119	119	119	119
Washington.....	6,471	6,411	6,494	6,483	6,482	6,482	6,482	6,482	6,482	6,482	6,482	6,482
West Virginia.....	5,416	5,510	5,566	5,658	5,690	5,681	5,677	5,711	5,720	5,718	5,720	5,732
Wisconsin.....	9,699	9,791	9,900	9,954	10,031	10,069	10,164	10,209	10,283	10,370	10,526	10,701
Wyoming.....	597	596	601	595	597	601	598	592	575	569	565	585

¹ Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Includes families receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

³ Does not include mothers' pensions administered under State law without Federal participation.

in many States was too small for significant presentation of similar data.

The charts are based on data for recipients accepted for assistance, reported annually to the Social Security Board by States with approved plans for these types of assistance.¹⁷ During the

¹⁷ These data are published by the Social Security Board, Bureau of Research and Statistics, in Bureau Memorandum No. 42, *Social Data on Recipients of Public Assistance Accepted in 1938-39*. Pt. I.—Old-Age Assistance; Pt. II.—Aid to Dependent Children; Pt. III.—Aid to the Blind.

Chart 9.—Old-age assistance: Range, interquartile range, and median amount of first monthly payment to recipients accepted for assistance during fiscal year 1938-39, by States

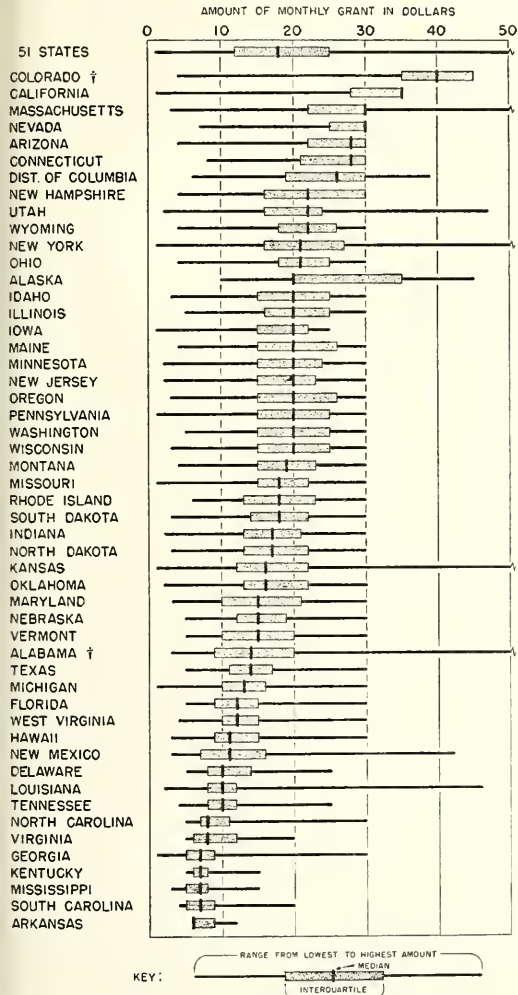
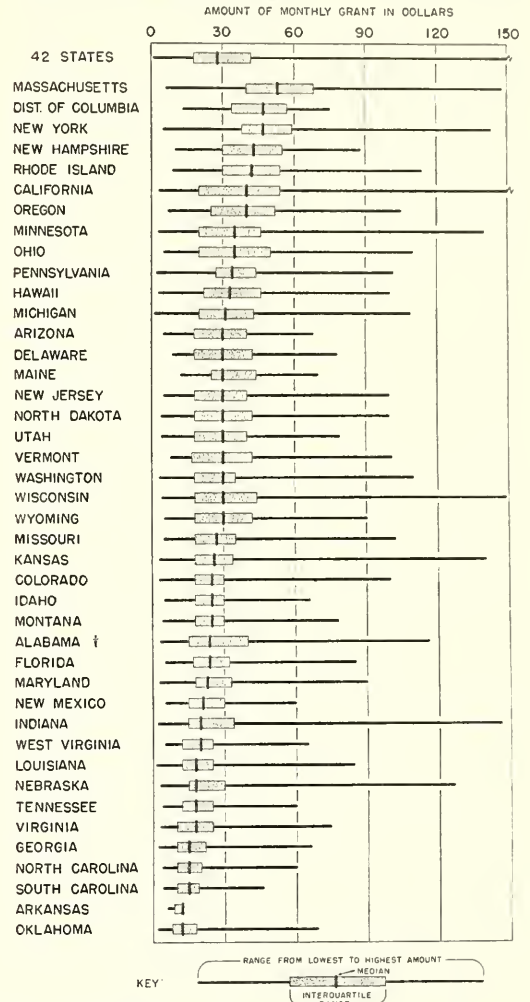


Chart 10.—Aid to dependent children: Range, interquartile range, and median amount of first monthly payment to families accepted for assistance during fiscal year 1938-39, by States



fiscal year 1938-39 in these States, 377,000 recipients were accepted for old-age assistance and 112,000 families for aid to dependent children. For old-age assistance, the aggregate number of recipients accepted bore a ratio of about 1:5 to the total case load as of June 30, 1939; for aid to dependent children the ratio was nearly 2:5.

The method of presenting the data in charts 9 and 10 is explained in the chart keys. The total

length of the bar for each State shows the range from the lowest amount of first monthly payment to the highest; the vertical line represents the median; and the wider shaded portion, the interquartile range in payments.¹⁸ At least one-half of all recipients accepted in each State during the fiscal year received amounts falling within the interquartile range for the State. One-fourth of all recipients accepted received amounts equal to

¹⁸ The data presented for all States except Alabama and Colorado are the amounts of first monthly payment. Data for Alabama on old-age assistance and aid to dependent children, and for Colorado on old-age assistance, are amounts approved, which in most instances are larger than the amounts of first payment.

or less than the least amount falling within the range, and the same number received amounts equal to or greater than the largest amount within the interquartile range.

The variations among the States in the amount of monthly payments and the limitations of a median or an average as a measure of all payments are evident upon examination of the charts. Several factors influence the variation and range in payments to recipients of old-age assistance and aid to dependent children. Among these factors are the provisions of Federal and State legislation for the programs, the adequacy of

Table 23.—Aid to dependent children: Families receiving aid, by States and by months, 1939¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	288,311	296,751	298,893	296,654	300,630	311,780	313,317	313,574	314,312	314,691	314,643	316,366
Alabama.....	5,529	5,592	5,593	5,569	5,541	5,519	5,543	5,536	5,480	5,410	5,483	5,444
Arizona.....	2,145	2,299	2,370	2,489	2,481	2,500	2,507	2,507	2,517	2,512	2,495	2,476
Arkansas.....	3,989	3,958	3,953	3,946	3,958	3,959	4,052	4,070	4,044	4,040	4,018	4,012
California.....	12,928	13,131	13,251	13,451	13,571	13,756	13,817	13,867	13,955	14,024	14,195	14,336
Colorado.....	4,247	4,873	4,671	4,745	4,811	4,833	4,882	4,916	4,865	4,868	4,951	5,033
Connecticut.....	1,550	1,550	1,550	1,403	1,421	1,426	1,412	1,419	1,422	1,439	1,438	1,440
Delaware.....	469	475	481	486	497	495	493	494	500	493	494	500
District of Columbia.....	1,032	1,012	976	953	936	908	955	946	927	921	906	910
Florida.....	2,350	2,637	3,037	3,597	4,128	3,936	3,504	3,462	3,534	3,840	4,027	4,036
Georgia.....	4,006	4,679	4,699	4,710	3,745	3,733	3,706	3,674	3,652	3,629	3,598	3,562
Hawaii.....	942	967	979	989	995	1,005	994	862	854	916	932	979
Idaho.....	2,692	2,687	2,673	2,663	2,673	2,646	2,645	2,651	2,633	2,640	2,649	2,699
Illinois.....	7,600	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500
Indiana.....	15,469	15,691	16,016	16,253	16,628	16,721	16,872	16,921	16,967	17,017	17,013	17,083
Iowa.....	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000
Kansas.....	4,827	5,414	5,749	5,951	5,935	5,966	5,944	5,954	5,966	6,991	6,057	6,114
Kentucky.....	259	259	254	254	252	254	258	249	245	241	243	245
Louisiana.....	10,078	10,280	10,466	10,705	10,819	10,952	11,076	11,127	11,179	11,191	11,202	11,796
Maine.....	1,325	1,324	1,326	1,327	1,329	1,328	1,360	1,403	1,430	1,433	1,430	1,426
Maryland.....	7,806	7,937	7,999	7,922	7,835	7,652	7,444	7,401	7,336	7,249	7,230	7,263
Massachusetts.....	9,659	9,801	9,943	10,097	10,344	10,438	10,504	10,585	10,622	10,805	11,048	11,178
Michigan.....	12,601	13,258	13,549	13,602	13,690	14,329	14,512	14,407	14,332	14,054	13,601	13,267
Minnesota.....	6,904	7,085	7,341	7,477	7,558	7,656	7,789	7,874	7,962	8,031	8,112	8,233
Mississippi.....	104	104	104	104	104	104	104	104	104	104	104	104
Missouri.....	8,407	8,269	8,244	10,391	10,310	10,167	10,065	9,973	9,971	10,034	9,919	9,820
Montana.....	2,136	2,189	2,238	2,165	2,176	2,165	2,170	2,164	2,173	2,153	2,171	2,209
Nebraska.....	4,693	4,838	4,851	4,818	4,892	4,931	4,991	5,024	5,029	5,092	5,123	5,209
Nevada.....	127	117	111	115	110	154	155	155	155	155	155	155
New Hampshire.....	341	336	331	363	397	435	476	519	545	577	597	594
New Jersey.....	11,298	11,444	11,500	11,390	11,164	10,886	10,784	10,778	10,848	10,816	10,798	10,761
New Mexico.....	1,511	1,550	1,576	1,621	1,666	1,653	1,716	1,671	1,690	1,721	1,745	1,784
New York.....	35,188	35,493	35,820	36,137	36,267	36,420	36,641	36,521	36,590	36,587	36,496	36,375
North Carolina.....	7,760	7,913	8,006	8,075	8,139	8,157	8,132	8,129	8,078	8,072	8,063	8,128
North Dakota.....	1,967	1,967	2,023	2,045	2,067	2,084	2,079	2,078	2,078	2,162	2,226	2,258
Ohio.....	10,902	10,912	10,878	10,769	10,729	10,577	10,351	10,351	10,280	10,157	10,111	10,073
Oklahoma.....	15,066	15,412	15,680	15,951	16,751	16,570	17,137	17,205	17,323	17,360	17,426	17,116
Oregon.....	1,602	1,599	1,623	1,646	1,683	1,751	1,794	1,824	1,863	1,882	1,884	1,901
Pennsylvania.....	20,601	22,802	22,868	15,713	18,210	28,462	29,073	29,411	29,811	29,935	29,734	30,245
Rhode Island.....	1,053	1,057	1,069	1,089	1,121	1,140	1,150	1,154	1,155	1,149	1,161	1,166
South Carolina.....	4,175	4,210	4,168	4,382	4,488	4,769	4,707	4,604	4,392	4,088	3,913	3,855
South Dakota.....	2,170	2,199	2,203	2,155	1,907	1,899	1,799	1,729	1,697	1,714	1,686	1,690
Tennessee.....	9,905	9,843	9,786	9,722	9,673	9,590	9,728	9,765	9,798	9,785	9,725	9,663
Texas.....	112	112	110	115	114	119	116	112	112	109	109	110
Utah.....	2,965	3,029	3,075	3,128	3,168	3,190	3,239	3,265	3,291	3,283	3,282	3,314
Vermont.....	404	427	437	456	479	474	459	461	464	472	471	483
Virginia.....	838	866	898	947	990	1,041	1,191	1,275	1,345	1,440	1,574	1,794
Washington.....	5,808	5,742	5,733	5,592	5,407	5,195	5,025	4,874	4,801	4,776	4,775	4,799
West Virginia.....	6,059	6,397	6,567	6,765	6,960	7,162	7,254	7,336	7,335	7,338	7,245	7,289
Wisconsin.....	10,884	11,058	11,168	11,293	11,390	11,425	11,486	11,588	11,711	11,764	11,841	11,942
Wyoming.....	608	626	650	670	694	708	698	699	700	712	724	717

¹ Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Includes families receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan. Does not include mothers' pensions administered under State law without Federal participation.

State and local appropriations, and variations in State administrative policies and procedures.¹⁰

Effect of Federal and State Maximums

The effect of provisions of Federal and State legislation for old-age assistance and aid to the blind is immediately apparent in the range of payments within the States; their effect on payments for aid to dependent children is less im-

¹⁰ Data on provisions of approved State plans are contained in Social Security Board Publications Nos. 16, 17, and 18, *Characteristics of State Plans for Old-Age Assistance*, . . . *Aid to the Blind*, and . . . *Aid to Dependent Children*, revised as of Oct. 1, 1939.

mediately evident but nevertheless important.²⁰ During 1938-39 the Federal Government contributed under the Social Security Act one-half of all direct assistance payments to recipients of old-age assistance and aid to the blind up to a maximum individual payment of \$30 per month from Federal, State, and local funds.²¹ During the

²⁰ A more detailed discussion of the effect of Federal maximums on payments for aid to dependent children is presented in Lynch, John M., "The Influence of Federal and State Maximums on Grants Approved for Aid to Dependent Children in 1937-38," *Social Security Bulletin*, Vol. 2, No. 8 (August 1939), pp. 7-14.

²¹ This maximum was increased to \$40 by an amendment approved Aug. 10, 1939, effective Jan. 1, 1940.

Table 24.—Aid to dependent children: Children aided, by States and by months, 1936¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	304,378	327,771	327,552	349,626	360,017	381,734	388,205	361,916	346,117	379,076	389,120	401,358
Alabama	16,718	17,204	12,409	14,465	14,322	13,949	15,698	16,359	15,734	15,526	15,521	15,672
Arizona	170	170	170	170	170	1,505	1,780	2,061	2,154	2,259	2,547	2,886
Arkansas	3,172	3,153	2,898	3,660	4,051	6,516	7,249	7,820	8,359	9,154	9,911	11,200
California	20,752	20,417	20,670	20,755	20,801	20,835	19,103	18,483	19,899	19,050	20,199	21,076
Colorado	978	988	970	2,570	2,350	2,736	3,895	4,708	5,103	5,372	5,589	5,995
Connecticut	3,559	3,306	3,298	3,265	3,265	3,448	3,326	3,365	3,367	3,345	3,346	3,381
Delaware	841	846	828	845	841	839	870	909	935	945	952	968
District of Columbia	656	4,678	4,217	4,197	4,232	4,199	4,204	4,224	3,994	3,793	3,705	3,655
Florida	6,469	6,146	5,923	6,555	5,075	5,765	5,332	5,335	5,184	5,676	5,662	5,705
Idaho	660	1,486	2,174	2,929	3,554	3,568	3,684	3,790	3,945	3,997	4,048	4,163
Illinois	19,200	19,000	18,500	18,800	18,000	17,800	17,200	16,600	15,400	14,900	14,600	14,400
Indiana	3,900	3,900	3,900	3,900	3,900	3,900	3,900	3,900	798	1,814	3,621	5,661
Iowa	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300
Kansas	504	504	504	504	504	504	504	504	504	504	504	504
Kentucky	740	770	770	770	740	740	740	740	740	740	740	700
Louisiana	147	147	147	147	147	12,093	12,597	13,042	13,352	14,227	15,435	15,975
Maine	2,562	2,686	2,885	3,052	3,225	3,308	3,320	3,297	3,299	3,297	3,372	3,373
Maryland	14,003	14,603	15,009	15,307	15,393	15,227	13,751	13,771	14,041	13,971	14,122	14,122
Massachusetts	15,726	15,489	16,055	12,730	12,794	13,117	13,258	13,453	13,584	13,705	13,829	13,829
Michigan	23,700	23,700	23,700	23,700	23,700	23,700	23,700	23,700	12,924	16,483	18,439	19,245
Minnesota	11,271	11,538	11,705	11,916	12,038	12,056	12,630	12,630	12,630	12,630	12,630	12,630
Mississippi	3,092	3,553	2,468	215	215	215	215	215	215	215	215	215
Missouri	899	896	896	909	893	899	896	890	918	928	1,087	1,126
Montana	2,490	2,490	2,490	2,490	2,490	2,490	2,490	2,490	2,490	2,490	2,490	2,490
Nebraska	3,100	3,100	3,100	3,100	3,100	3,553	4,604	5,407	6,107	6,554	6,766	7,010
Nevada	303	303	303	303	303	303	303	303	303	303	303	303
New Hampshire	822	950	957	946	972	997	985	1,000	975	990	981	977
New Jersey	26,000	26,000	26,000	22,732	23,019	23,479	23,775	23,555	24,064	24,024	23,981	24,154
New Mexico				0	0	111	178	441	1,940	2,170	2,157	2,202
New York	51,716	51,798	51,958	51,897	52,086	52,180	54,364	52,107	52,922	52,928	52,584	57,515
North Carolina	780	780	780	780	780	780	755	750	770	827	790	798
Ohio	21,000	21,000	21,000	22,000	22,000	22,000	21,792	22,353	23,197	24,423	25,089	25,343
Oklahoma	607	559	828	26,955	32,431	35,125	35,618	37,468	(*)	24,567	25,042	23,626
Oregon	2,333	2,354	2,397	2,490	2,497	2,498	2,498	2,426	2,429	2,439	2,448	2,461
Pennsylvania	21,944	22,201	22,544	22,485	22,521	22,493	22,493	22,628	22,537	22,231	23,989	24,662
Rhode Island	1,780	1,783	1,766	1,733	1,736	1,850	1,903	1,981	1,948	1,963	1,948	1,945
South Dakota	4,283	4,239	4,275	4,252	4,230	4,292	4,163	4,161	4,167	4,215	4,128	4,126
Tennessee	650	650	650	650	650	650	670	730	770	800	870	870
Texas	741	754	751	749	777	774	814	811	809	805	816	798
Utah	1,979	1,628	4,065	4,586	4,844	4,965	4,821	4,572	4,502	4,500	4,602	4,657
Vermont	574	586	580	579	590	645	707	708	740	746	748	759
Virginia	476	476	476	476	476	476	476	476	476	476	476	476
Washington	4,467	7,428	7,789	7,595	8,726	9,651	10,115	10,679	11,180	11,346	11,500	11,799
West Virginia												
Wisconsin	16,094	16,675	17,433	18,005	18,501	18,880	19,118	19,323	19,415	19,598	19,895	20,110
Wyoming		252	715	888	1,074	1,251	1,316	1,356	1,418	1,425	1,433	1,482

¹ Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. States not listed did not administer an aid to dependent children program during 1936, except Alaska for which data are not available.

² Federal funds available but no payments made.

³ Does not include mothers' pensions administered under State law without Federal participation.

⁴ Federal funds not available and no payments made under State law without Federal participation.

same period the act provided for Federal participation in aid to dependent children equal to one-third²² of the amount of direct assistance payments up to a monthly maximum from Federal, State, and local funds of \$18 for the first child in each family and \$12 for each additional child in the same family. States may make payments in excess of the maximums toward which the Federal Government will contribute, but the excess of such payments must be supplied entirely from State or from State and local funds.

²² This proportion was increased to one-half by an amendment approved Aug. 10, 1939, effective Jan. 1, 1940.

Table 25.—Aid to dependent children: Children aided, by States and by months, 1937¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	410,846	421,404	436,684	450,238	464,016	475,305	483,860	504,509	520,415	536,117	547,248	567,733
Alabama.....	15,896	15,903	15,627	14,849	14,256	14,286	14,235	14,110	12,903	14,218	14,420	15,149
Arizona.....	3,253	2,889	2,646	3,029	3,331	3,514	3,714	3,802	3,577	4,039	4,079	4,184
Arkansas.....	12,084	12,395	12,465	13,396	13,788	14,240	13,013	14,106	13,797	13,314	13,200	13,167
California.....	21,330	21,424	21,787	22,199	22,617	23,107	23,351	23,448	24,468	25,064	26,447	27,050
Colorado.....	7,126	7,324	8,303	8,395	8,553	8,397	8,582	8,582	8,582	8,582	8,582	8,582
Connecticut.....	5,300	5,300	5,300	5,300	5,300	5,313	5,300	5,300	5,300	5,300	5,300	5,300
Delaware.....	974	985	973	952	987	955	1,034	1,028	1,036	1,030	1,056	1,074
District of Columbia.....	3,577	3,459	3,458	3,528	3,506	3,470	3,490	3,536	3,506	3,495	3,545	3,659
Florida.....	5,752	5,717	5,695	4,860	4,362	5,280	5,417	4,282	4,282	4,040	5,672	5,672
Georgia.....							1,203	2,861	4,131	5,608	7,108	8,282
Hawaii.....						2,492	2,665	2,656	2,706	2,939	2,959	2,987
Idaho.....	4,908	5,308	5,567	5,686	5,313	5,424	5,379	5,406	5,373	5,382	5,394	5,476
Illinois.....	16,600	16,400	16,600	16,800	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000
Indiana.....	7,565	9,954	12,429	15,145	17,328	18,898	20,358	21,777	22,703	23,551	24,376	25,437
Iowa.....	7,534	7,181	7,194	7,165	7,099	7,062	7,291	7,292	7,219	7,180	6,992	7,214
Kansas.....	504	504	504	504	504	504	504	1,213	3,496	4,882	5,700	6,992
Kentucky.....	700	740	740	740	740	740	740	740	740	740	740	740
Louisiana.....	16,746	17,115	17,853	18,597	19,545	19,520	20,374	21,942	22,359	22,688	22,512	22,763
Maine.....	3,453	3,437	3,439	3,489	3,427	3,393	3,383	3,168	3,168	3,244	3,346	3,405
Maryland.....	14,570	14,694	14,438	15,703	15,838	16,168	16,593	16,841	17,185	17,328	17,571	18,025
Massachusetts.....	13,827	14,388	14,719	15,589	15,994	16,532	16,802	17,146	17,498	17,974	18,205	18,685
Michigan.....	22,211	24,044	25,195	25,668	26,343	25,885	25,644	26,096	26,255	26,403	26,355	27,077
Minnesota.....	12,630	16,630	12,630	12,630	12,630	12,630	12,630	12,630	12,630	12,630	12,630	12,630
Mississippi.....	215	215	215	215	215	215	215	215	215	215	215	215
Missouri.....	1,123	1,158	1,149	1,155	1,149	1,149	1,149	1,011	1,011	1,011	1,011	1,011
Montana.....	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800
Nebraska.....	7,499	8,068	8,966	8,753	8,727	10,235	10,029	10,072	10,017	9,864	9,339	9,394
Nevada.....	305	312	312	312	300	300	300	287	287	287	287	287
New Hampshire.....	973	963	956	946	949	944	935	934	999	999	997	999
New Jersey.....	24,134	24,177	24,188	24,249	24,282	24,287	24,346	24,310	24,195	24,192	24,276	24,477
New Mexico.....	2,391	2,580	2,818	2,900	3,000	3,042	3,135	3,229	3,355	3,404	3,484	3,901
New York.....	61,811	61,744	61,874	62,087	62,082	62,860	63,444	63,587	63,596	64,162	64,401	65,027
North Carolina.....	810	790	796	845	907	840	1,753	4,239	6,447	8,107	9,803	12,055
North Dakota.....						40	40	40	40	167	621	936
Ohio.....	23,286	25,276	25,855	26,006	26,256	26,207	26,377	26,751	27,033	27,169	27,578	28,048
Oklahoma.....	28,420	24,455	25,464	26,315	27,297	27,984	28,568	28,947	29,684	30,007	30,984	32,219
Oregon.....	2,601	2,649	2,649	2,689	2,604	1,869	1,605	1,781	1,967	2,084	2,219	2,310
Pennsylvania.....	26,158	27,665	30,160	33,143	36,615	39,752	40,808	41,591	41,998	42,265	42,588	43,061
Rhode Island.....	1,952	1,983	2,026	2,108	2,200	2,269	2,261	2,300	2,398	2,471	2,470	2,443
South Carolina.....								421	1,223	2,312	3,641	4,869
South Dakota.....	4,406	4,655	4,793	5,088	4,722	4,671	4,645	4,776	4,764	4,674	4,481	4,781
Tennessee.....	630	630	670	670	670	670	890	7,098	11,344	14,644	16,937	19,263
Texas.....	762	770	751	754	749	783	702	681	653	642	619	675
Utah.....	4,804	5,105	5,310	5,421	5,541	5,642	5,742	5,841	5,940	5,980	6,061	6,148
Vermont.....	782	825	837	851	848	824	824	796	796	796	773	752
Virginia.....	476	476	476	476	476	476	476	476	476	476	476	476
Washington.....	12,867	12,758	13,164	12,879	14,016	14,127	13,936	13,609	13,383	13,377	13,697	13,821
West Virginia.....	664	792	4,192	6,527	8,406	10,573	11,912	13,607	13,795	14,746	15,149	15,582
Wisconsin.....	20,260	20,471	20,601	20,809	20,789	20,792	21,009	21,281	21,409	21,573	21,883	22,331
Wyoming.....	1,549	1,623	1,566	1,699	1,689	1,688	1,684	1,642	1,608	1,580	1,508	1,508

¹ Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

For the period July 1938–June 1939, 51 jurisdictions administering old-age assistance under plans approved by the Social Security Board reported data on initial monthly payments to recipients accepted during the fiscal year. In 32 States the largest amount of first monthly payment for old-age assistance was \$30, the maximum toward which the Federal Government contributed; in 26 of these States a maximum monthly payment of \$30 from Federal, State, and local funds was stipulated in the State law. In 19 of the 51 jurisdictions the range in the first monthly payment was affected by the adequacy of State and

² Does not include mothers' pensions administered under State law without Federal participation.

³ Federal funds available but no payments made under plan approved by the Social Security Board.

⁴ Federal funds available but no payments made.

local appropriations for old-age assistance and by State legislation specifying limitations either higher or lower than those in the Federal statute.

Data on payments to recipients accepted for aid to the blind during the fiscal year 1938-39 are available for 43 States.²³ In 29 of the 43 States no recipients accepted in the year received initial monthly payments in excess of \$30; laws in 20²⁴ of these States stipulated a maximum of \$30; in

²³ Including Pennsylvania, which did not have an approved plan for aid to the blind during the period.

²⁴ Arizona, Colorado, Florida, Hawaii, Idaho, Indiana, Iowa, Maine, Maryland, Massachusetts, Montana, Nebraska, New Hampshire, North Carolina, Oregon, South Dakota, Vermont, Virginia, West Virginia, and Wisconsin.

3 States²⁵ the maximum monthly payment allowed under State law was less than the maximum toward which the Federal Government would have contributed during the period.

The effect of Federal and State legislation on payments for aid to dependent children is less immediately apparent than the effect of such legislation on payments for old-age assistance because provisions of the Federal statute and of most State laws for aid to dependent children are in terms of the maximum monthly payment per child, whereas the data presented in chart 10

²⁵ Mississippi, South Carolina, and Tennessee.

Table 26.—Aid to dependent children: Children aided, by States and by months, 1938¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	581,150	697,559	612,603	624,793	633,141	641,133	643,565	653,827	662,054	667,011	674,938	687,857
Alabama.....	15,423	15,642	15,981	15,947	15,899	15,999	16,763	16,806	16,882	16,155	16,343	16,514
Arizona.....	4,222	4,367	4,566	4,856	5,036	5,144	5,265	5,313	5,385	5,585	5,735	5,785
Arkansas.....	12,675	12,616	12,352	12,264	12,111	11,954	11,805	11,858	11,718	11,570	11,420	11,384
California.....	27,236	28,243	29,072	29,783	30,479	30,896	30,995	30,940	30,745	30,970	31,364	31,692
Colorado.....	8,819	8,936	9,001	9,184	9,399	9,568	9,654	9,650	9,606	9,755	9,871	10,020
Connecticut.....	3,300	3,300	3,258	3,300	3,300	3,300	3,300	3,300	3,300	3,300	3,300	3,300
Delaware.....	1,061	1,082	1,182	1,218	1,221	1,217	1,161	1,158	1,126	1,102	1,090	1,098
District of Columbia.....	3,731	3,755	3,764	3,694	3,611	3,556	3,330	3,399	3,350	3,284	3,215	3,173
Florida.....	5,712	5,700	5,580	5,820	4,950	5,860	5,580	5,580	5,285	4,229	5,196	5,877
Georgia.....	9,008	9,639	10,278	10,546	10,716	10,959	11,600	11,871	12,098	12,163	12,199	12,313
Hawaii.....	3,021	3,034	3,038	3,146	3,243	3,146	3,134	3,082	3,052	3,046	3,227	3,361
Idaho.....	5,554	5,656	5,742	5,747	5,836	5,897	5,984	6,057	6,167	6,231	6,291	6,365
Illinois.....	17,000	17,000	17,280	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000
Indiana.....	26,344	27,092	27,912	28,500	29,052	29,645	30,075	30,559	30,973	31,156	31,471	32,000
Iowa.....	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000
Kansas.....	8,066	8,752	9,244	9,549	9,836	10,004	10,103	10,208	10,407	10,648	10,874	11,155
Kentucky.....	657	673	683	687	795	776	770	750	736	780	818	835
Louisiana.....	23,536	24,120	24,711	25,196	25,141	25,499	24,847	24,714	26,090	26,097	26,605	28,034
Maine.....	3,470	3,549	3,586	3,649	3,702	3,654	3,576	3,527	3,483	3,456	3,475	3,465
Maryland.....	18,577	19,274	19,930	20,154	20,211	19,859	19,932	20,003	20,228	20,270	20,445	20,824
Massachusetts.....	18,979	19,408	19,884	20,525	20,898	21,342	21,702	21,867	22,135	22,270	22,501	22,925
Michigan.....	28,084	28,853	29,920	27,795	27,795	28,056	28,459	28,775	28,627	28,266	28,260	28,478
Minnesota.....	12,229	12,628	13,257	13,771	14,150	14,480	14,732	15,174	15,526	16,023	16,465	17,000
Mississippi.....	280	280	280	280	280	280	280	280	280	280	280	280
Missouri.....	314	1,246	2,953	5,937	8,026	9,936	11,629	12,842	14,594	16,250	17,869	19,063
Montana.....	4,102	4,177	4,340	4,459	4,567	4,661	4,727	4,739	4,780	4,823	4,838	4,901
Nebraska.....	9,557	9,687	10,044	10,082	10,120	10,157	10,183	10,174	10,142	10,244	10,347	10,463
Nevada.....	286	275	267	266	265	258	252	275	276	287	279	281
New Hampshire.....	1,006	1,012	1,000	857	885	889	972	961	932	928	923	916
New Jersey.....	24,486	24,698	24,930	25,049	25,257	25,387	24,047	24,034	24,222	24,467	24,838	25,164
New Mexico.....	4,027	4,087	4,129	4,155	4,133	4,204	4,239	4,285	4,243	4,204	4,135	4,346
New York.....	55,547	56,046	56,426	56,934	57,314	57,599	57,919	65,505	67,506	68,449	69,231	69,335
North Carolina.....	13,381	15,370	17,345	18,864	19,822	20,593	20,179	20,265	20,359	20,445	20,836	21,053
North Dakota.....	1,418	1,851	2,210	2,447	2,637	2,859	3,062	3,207	3,395	3,557	3,705	3,846
Ohio.....	28,346	28,328	28,797	29,004	29,328	31,144	31,396	31,584	31,161	31,082	30,897	31,172
Oklahoma.....	32,993	33,594	33,608	33,961	33,808	33,435	33,198	33,308	34,308	34,476	34,476	34,476
Oregon.....	2,362	2,476	2,572	2,833	3,049	3,179	3,185	3,183	3,241	3,316	3,357	3,444
Pennsylvania.....	43,625	43,662	43,993	44,018	44,264	44,197	44,264	43,269	42,846	42,196	42,180	44,876
Rhode Island.....	2,407	2,388	2,373	2,393	2,479	2,550	2,560	2,609	2,685	2,747	2,779	2,836
South Carolina.....	5,925	7,308	8,435	9,252	10,083	10,893	10,946	10,893	10,765	11,256	11,367	12,036
South Dakota.....	4,887	4,971	4,951	4,918	4,801	4,805	4,565	4,522	4,502	4,293	4,307	4,662
Tennessee.....	20,746	23,390	25,008	26,297	27,218	28,159	27,870	27,606	27,456	27,164	26,919	26,762
Texas.....	833	833	836	816	810	807	800	803	800	824	832	865
Utah.....	6,254	6,405	6,707	6,800	6,826	6,864	6,860	6,897	7,000	7,130	7,284	7,307
Vermont.....	743	749	776	1,014	1,024	1,046	1,044	1,025	1,028	1,053	1,068	1,105
Virginia.....	476	476	476	476	476	476	476	476	1,968	2,351	2,520	2,891
Washington.....	13,854	13,796	13,948	13,922	13,257	13,129	13,154	13,062	13,088	13,033	13,106	13,040
West Virginia.....	15,964	16,242	16,949	16,517	16,716	16,657	16,673	16,735	16,682	16,762	16,895	17,246
Wisconsin.....	22,626	22,781	23,074	23,132	23,326	23,383	23,583	23,963	24,170	24,407	24,779	25,108
Wyoming.....	1,476	1,474	1,476	1,462	1,459	1,451	1,477	1,464	1,430	1,444	1,444	1,479

¹ Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Includes children in families receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

³ Does not include mothers' pensions administered under State law without Federal participation.

are based on monthly payments per family with no indication of the number of persons whose needs the payments are intended to cover.

For the fiscal year 1938-39, data on initial monthly payments to families accepted for aid are available for 42 States administering aid to dependent children under plans approved by the Social Security Board; 16 reported no payments in excess of the maximums toward which the Federal Government contributed. In 10²⁸ of these States the maximum payments allowed

under State law were the same as those specified in the Social Security Act; in 4²⁷ the State law specified no maximums; and in 2 States²⁸ the maximum monthly payments allowed under State legislation were less than those under the Federal statute.

Adequacy of Appropriations

Although the maximums stipulated in the Social Security Act and the maximums and minimums in State laws limit the range in monthly payments

²⁸ Arizona, Colorado, Florida, Idaho, Maryland, Missouri, Montana, Nebraska, North Carolina, and Wyoming.

²⁷ Arkansas, North Dakota, Oklahoma, and Washington.

²⁸ South Carolina and Tennessee.

Table 27.—Aid to dependent children: Children aided, by States and by months, 1939¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	703,800	720,364	723,745	717,590	724,974	751,283	753,975	754,106	755,698	755,527	756,523	760,885
Alabama	16,394	16,547	16,517	16,502	16,396	16,329	16,449	16,399	16,153	15,950	16,169	15,972
Arizona	6,262	6,580	6,794	7,116	7,041	6,753	6,822	6,829	6,900	6,821	6,843	6,842
Arkansas	10,903	10,808	10,847	10,751	10,787	10,797	11,038	11,106	10,979	10,945	10,958	10,883
California	31,995	32,566	32,928	33,447	33,521	34,183	34,328	34,363	34,491	34,451	34,774	35,146
Colorado	10,758	11,787	11,537	11,720	11,839	11,861	11,955	12,022	11,947	11,855	12,078	12,281
Connecticut	8,300	8,940	8,390	8,927	8,316	8,390	8,390	8,390	8,390	8,390	8,390	8,390
Delaware	1,092	1,116	1,142	1,157	1,179	1,172	1,157	1,170	1,215	1,216	1,233	1,265
District of Columbia	3,155	3,106	2,964	2,883	2,834	2,853	2,803	2,783	2,709	2,704	2,683	2,703
Florida ²	6,261	6,949	7,852	9,358	10,815	10,408	9,108	9,295	9,372	9,679	10,565	10,543
Georgia	12,322	12,488	12,477	12,454	10,218	10,178	10,055	9,913	9,808	9,725	9,615	9,493
Hawaii	3,358	3,433	3,471	3,461	3,475	3,511	3,506	3,040	3,024	3,193	3,293	3,393
Idaho	6,352	6,293	6,291	6,273	6,324	6,287	6,296	6,350	6,323	6,323	6,342	6,530
Illinois	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000
Indiana	32,408	32,805	33,362	33,709	34,190	34,471	34,749	34,782	34,793	34,916	34,931	35,055
Iowa	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000
Kansas	11,490	12,593	13,193	13,480	13,522	13,519	13,465	13,490	13,521	13,534	13,595	13,780
Kentucky	824	830	817	811	814	829	819	806	786	774	779	780
Louisiana	29,245	29,556	30,304	30,592	30,854	31,213	31,552	31,642	31,761	31,858	32,028	33,720
Maine	3,450	3,423	3,408	3,387	3,377	3,400	3,487	3,615	3,663	3,661	3,640	3,612
Maryland	21,085	21,305	21,422	21,291	21,057	20,716	20,237	20,124	19,905	19,619	19,598	19,590
Massachusetts	23,426	23,681	23,988	24,232	24,687	24,822	24,948	25,119	26,538	27,681	28,230	28,559
Michigan ³	29,053	30,207	31,019	31,261	31,425	32,803	33,182	32,914	32,707	32,107	31,337	31,283
Minnesota	17,427	17,814	18,336	18,614	18,719	18,904	19,144	19,351	19,527	19,484	19,620	19,807
Mississippi	162	162	162	162	162	162	162	162	162	162	162	162
Missouri	20,426	20,085	19,902	24,586	24,350	24,021	23,754	23,456	23,424	23,517	23,199	23,006
Montana	5,011	5,095	5,196	5,067	5,078	5,068	5,068	5,068	5,068	5,068	5,101	5,276
Nebraska ⁴	10,688	10,915	10,919	10,792	10,983	11,067	11,265	11,377	11,391	11,503	11,554	11,743
Nevada	501	283	270	273	546	527	530	530	530	530	530	530
New Hampshire	907	891	863	957	1,051	1,145	1,243	1,345	1,419	1,523	1,578	1,553
New Jersey	25,137	25,295	25,305	24,982	24,625	23,943	23,712	23,702	23,797	23,748	23,689	23,646
New Mexico	4,355	4,468	4,534	4,684	4,831	4,809	4,989	4,847	4,930	5,033	5,116	5,203
New York	70,231	70,694	71,274	71,737	71,900	72,234	72,564	72,396	72,385	72,242	72,074	71,616
North Carolina	21,053	21,361	21,547	21,534	21,556	21,514	21,318	21,162	20,946	20,860	20,789	20,847
North Dakota	5,374	5,587	5,639	5,676	5,736	5,802	5,813	5,812	5,827	6,035	6,209	6,289
Ohio	31,188	31,201	31,069	30,794	30,753	30,335	29,885	29,659	29,323	28,779	28,514	28,313
Oklahoma	34,854	35,578	36,106	36,780	37,407	38,108	39,388	39,550	39,726	39,828	40,024	40,087
Oregon	3,547	3,547	3,611	3,628	3,706	3,876	3,986	4,059	4,174	4,271	4,329	4,401
Pennsylvania	49,906	50,726	51,394	51,757	52,329	52,663	52,714	52,420	52,323	52,421	52,421	52,421
Rhode Island	2,859	2,863	2,873	2,931	3,007	3,059	3,099	3,096	3,115	3,060	3,135	3,162
South Carolina	12,245	12,339	12,324	12,882	13,196	13,946	13,511	13,448	12,908	12,047	11,624	11,624
South Dakota	4,971	4,997	4,998	4,898	4,896	4,571	4,142	5,975	5,809	5,878	5,856	5,810
Tennessee	26,365	26,365	26,149	25,926	25,708	25,421	25,888	26,015	26,033	25,942	25,843	25,664
Texas	241	239	232	240	239	254	251	251	242	240	240	240
Utah	7,349	7,425	7,507	7,580	7,636	7,665	7,709	7,744	7,900	7,878	7,898	7,963
Vermont	1,187	1,251	1,289	1,337	1,422	1,416	1,369	1,367	1,358	1,360	1,361	1,397
Virginia	3,013	3,036	3,101	3,228	3,361	3,501	3,606	4,153	4,367	4,661	5,129	5,614
Washington	13,106	12,977	12,936	12,665	12,276	11,792	11,396	11,035	10,896	10,846	10,889	10,908
West Virginia	17,580	18,334	18,770	19,253	19,848	20,299	20,490	20,777	20,657	20,679	20,458	20,596
Wisconsin	25,498	25,827	26,058	26,342	26,518	26,508	26,512	26,761	26,993	27,024	27,194	27,395
Wyoming	1,529	1,576	1,628	1,663	1,728	1,754	1,729	1,728	1,736	1,765	1,798	1,773

¹ Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimate; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

² Includes children receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

³ Does not include mothers' pensions administered under State law without Federal participation.

Table 28.—Aid to the blind: Amount of payments to recipients, by States and by months, 1936¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$12,813,294	\$883,332	\$978,944	\$1,018,958	\$1,024,047	\$1,044,932	\$1,039,621	\$1,082,412	\$1,102,345	\$1,122,248	\$1,144,262	\$1,162,531	\$1,179,462
Alabama	14,329	1,675	1,748	1,964	1,744	1,730	1,718	1,184	1,567	2,051	2,541	2,984	3,284
Arizona	32,811	1,575	1,748	1,964	1,744	1,730	1,718	1,184	1,567	2,051	2,541	2,984	3,284
Arkansas	1,746,259	155,068	187,450	198,768	198,719	145,368	146,818	145,422	147,326	151,541	154,322	156,331	156,006
California	141,765	11,098	10,977	5,678	5,678	3,238	3,238	11,485	12,938	15,151	15,422	15,422	15,422
Connecticut	21,069	1,580	1,580	1,580	1,580	1,580	1,580	1,580	1,580	1,580	1,580	1,580	1,580
Delaware	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480
District of Columbia	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480
Florida	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480
Georgia	59,507	3,462	4,993	5,165	5,165	5,292	5,458	5,658	5,738	5,903	6,091	6,155	6,122
Idaho	1,944,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000
Illinois	1,944,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000
Indiana	197,554	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000
Iowa	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000
Kansas	293,546	15,339	15,339	15,339	15,339	15,339	15,339	15,339	15,339	15,339	15,339	15,339	15,339
Maryland	90,532	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800
Massachusetts	198,801	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800	16,800
Minnesota	32,611	8,606	8,748	8,888	8,912	8,951	7,647	6,393	7,586	7,686	7,806	8,871	8,466
Mississippi	97,990	6,005	6,321	7,174	7,174	7,174	7,174	7,174	7,174	7,174	7,174	7,174	7,174
Missouri	2,688,368	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200
Montana	1,920	160	160	160	160	160	160	160	160	160	160	160	160
Nevada	1,920	160	160	160	160	160	160	160	160	160	160	160	160
New Hampshire	54,017	2,500	3,622	4,010	4,325	4,476	4,696	4,865	4,942	5,088	5,120	5,339	5,234
New Jersey	114,158	9,174	9,075	9,288	9,438	9,438	9,619	9,689	9,689	9,689	9,757	9,600	9,349
New Mexico	11,218	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000
New York	22,212	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000
North Carolina	42,212	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000
North Dakota	1,920	160	160	160	160	160	160	160	160	160	160	160	160
Ohio	647,064	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000
Oklahoma	1,920	160	160	160	160	160	160	160	160	160	160	160	160
Oregon	37,016	192,181	205,328	230,063	235,263	235,701	261,071	259,772	268,832	274,080	281,134	285,259	288,184
Pennsylvania	2,946,798	152,181	205,328	230,063	235,263	235,701	261,071	259,772	268,832	274,080	281,134	285,259	288,184
Rhode Island	44,332	133	80	1,965	3,514	4,102	4,365	4,498	4,436	4,921	5,203	5,479	5,633
Utah	19,749	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600
Vermont	264,591	16,316	18,315	19,044	20,132	20,776	21,601	22,950	24,086	24,512	24,403	25,713	26,723
Washington	530,018	59,702	41,112	42,388	43,334	43,998	44,656	44,717	44,894	44,258	43,416	43,575	43,401
West Virginia	1,920	160	160	160	160	160	160	160	160	160	160	160	160
Wisconsin	66,550	8,983	4,257	4,947	5,362	5,402	5,827	6,077	6,221	6,226	6,256	6,341	6,361
Wyoming	1,920	160	160	160	160	160	160	160	160	160	160	160	160

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to the blind under plans approved by the Social Security Board. Figures italicized partly estimated; represent payments in States administering aid to the blind under State law without Federal participation. States not listed did not administer an aid to the blind program during 1936; information on status of program in Kentucky not available.² Federal funds available but no payments made.
³ Does not include aid to the blind administered under State law without Federal participation.
⁴ No payments made because of change in accounting procedure.

Table 29.—Aid to the blind: Amount of payments to recipients, by States and by months, 1937¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	\$16,173,162	\$1,216,738	\$1,233,942	\$1,238,708	\$1,208,178	\$1,278,933	\$1,311,368	\$1,329,349	\$1,353,649	\$1,440,198	\$1,463,547	\$1,493,539	\$1,525,013
Alabama.....	22,372	3,461	2,589	3,066	3,355	1,776	1,892	2,659	2,534	2,748	3,189	3,241	3,493
Alaska.....	51,323	5,377	5,393	5,389	5,483	3,607	3,416	4,086	3,844	5,042	5,793	5,877	6,155
Arizona.....	72,362	160,729	162,636	165,140	166,743	168,607	170,541	172,734	174,077	233,761	237,022	244,235	250,134
Arkansas.....	2,306,419	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483
California.....	2,306,419	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483
Colorado.....	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483	183,483
Connecticut.....	29,438	2,607	2,607	2,607	2,607	2,607	2,607	2,607	2,607	2,607	2,607	2,607	2,607
D. C.....	45,715	1,741	1,653	2,445	2,445	2,445	2,445	2,445	2,445	2,445	2,445	2,445	2,445
Florida.....	31,873	2,240	2,240	2,240	2,240	2,240	2,240	2,240	2,240	2,240	2,240	2,240	2,240
Georgia.....	74,113	6,130	6,134	6,210	6,321	6,019	6,000	6,117	6,104	6,180	6,157	6,279	6,372
Hawaii.....	2,493,245	183,000	183,000	183,000	183,000	183,000	183,000	183,000	183,000	183,000	183,000	183,000	183,000
Idaho.....	110,557	10,054	10,054	10,054	10,054	10,054	10,054	10,054	10,054	10,054	10,054	10,054	10,054
Illinois.....	17,330	21,321	21,321	21,696	22,252	23,220	24,466	25,163	24,550	24,514	24,514	24,374	24,374
Indiana.....	282,073	10,793	11,360	11,701	11,570	11,664	11,779	11,855	12,080	12,244	12,181	11,899	11,732
Iowa.....	241,139	16,177	16,177	16,364	16,370	17,108	17,458	17,970	18,449	18,798	18,519	19,068	19,545
Kansas.....	143,668	9,569	10,118	10,465	11,345	11,436	11,630	12,634	12,259	12,749	13,367	14,107	14,687
Louisiana.....	108,662	8,663	8,761	8,938	9,143	9,271	9,276	9,231	9,201	9,141	9,031	8,955	9,161
Maine.....	2,668,400	213,200	213,200	213,200	213,200	213,200	213,200	213,200	213,200	213,200	213,200	213,200	213,200
Massachusetts.....	125,189	9,756	10,066	10,283	10,577	10,718	10,762	10,488	10,504	10,444	10,348	10,476	10,767
Michigan.....	67,897	5,314	5,410	5,509	5,610	5,709	5,760	5,760	5,760	5,760	5,760	5,760	5,760
Minnesota.....	129,776	9,828	10,226	10,194	10,336	10,283	10,631	10,874	11,078	11,270	11,227	11,720	12,009
Mississippi.....	32,051	2,670	2,721	2,962	2,278	2,504	2,484	2,456	2,551	2,601	2,712	2,868	3,144
Montana.....	408,781	35,844	35,061	35,962	35,889	35,680	35,126	43,820	41,913	41,315	46,630	49,560	51,991
New York.....	110,675	10,634	10,634	10,634	10,634	10,634	10,634	10,634	10,634	10,634	10,634	10,634	10,634
North Carolina.....	28,503	5,877	6,015	6,010	6,142	6,056	6,172	6,034	6,034	6,034	6,034	6,034	6,034
North Dakota.....	72,831	1,652	1,652	1,676	1,683	1,680	1,670	1,680	1,680	1,680	1,680	1,680	1,680
Ohio.....	790,765	60,266	61,365	62,550	63,856	64,585	65,849	66,563	67,455	68,670	69,411	69,460	70,735
Oklahoma.....	256,015	10,224	10,224	10,224	10,224	10,224	10,224	10,224	10,224	10,224	10,224	10,224	10,224
Oregon.....	117,728	8,253	8,447	9,055	9,622	9,922	10,138	10,269	10,372	10,457	10,542	10,457	10,457
Pennsylvania.....	3,749,224	291,453	296,069	296,441	304,054	308,444	313,680	314,506	319,337	322,581	323,637	327,081	329,571
Rhode Island.....	28,503	5,877	6,015	6,010	6,142	6,056	6,172	6,034	6,034	6,034	6,034	6,034	6,034
South Carolina.....	72,831	1,652	1,652	1,676	1,683	1,680	1,670	1,680	1,680	1,680	1,680	1,680	1,680
Tennessee.....	24,981	26,865	27,700	28,517	13,718	25,241	26,684	28,843	29,927	32,107	32,666	33,189	34,223
Texas.....	339,688	310	686	4,370	7,200	10,738	12,255	13,234	13,481	13,330	13,023	13,215	13,326
Vermont.....	519,077	43,342	43,176	43,154	43,201	42,963	42,963	42,963	42,963	42,963	42,963	42,963	42,963
Washington.....	66,969	5,901	6,046	6,046	5,378	5,823	5,722	5,581	5,414	5,285	5,092	5,066	5,012

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent States in which Federal funds are administered under the Social Security Act. Figures italicized represent States in which Federal funds are administered under the Federal Social Security Act. Figures not italicized represent States in which Federal funds are administered under the Federal Social Security Act. Figures italicized represent States in which Federal funds are administered under the Federal Social Security Act.

not listed did not administer an aid to the blind program during 1937; information on status of program in Kentucky not available.

² Federal funds available but no payments made.

Table 30.—*Aid to the Blind: Amount of payments to recipients, by States and by months, 1938¹*
 (Data reported by State agencies, corrected to Jan. 15, 1940)

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	\$19,162,392	\$1,560,697	\$1,598,537	\$1,629,272	\$1,527,338	\$1,536,515	\$1,562,610	\$1,584,217	\$1,599,338	\$1,616,743	\$1,631,065	\$1,646,565	\$1,667,404
Alabama.....	48,881	3,649	3,783	4,049	4,106	4,019	4,066	4,096	4,326	4,109	4,223	4,174	4,281
Arizona.....	80,466	6,147	6,119	6,217	6,417	6,690	6,872	6,910	6,836	6,980	6,980	7,115	7,328
Arkansas.....	63,310	6,182	6,111	6,022	6,072	6,046	6,002	5,851	5,736	5,677	5,777	5,712	5,687
California.....	3,288,408	240,094	260,094	262,001	263,355	266,369	270,934	276,190	279,588	286,968	286,968	290,779	293,312
Colorado.....	15,790	10,465	10,465	16,393	16,498	16,367	16,764	16,415	17,044	16,817	17,960	17,960	17,964
Connecticut.....	33,492	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500
Delaware.....	4,834	4,971	4,971	4,971	4,971	4,971	4,971	4,971	4,971	4,971	4,971	4,971	4,971
District of Columbia.....	647,608	1,693	6,896	11,377	15,093	18,633	21,269	24,288	26,179	28,732	29,903	31,265	32,375
Florida.....	144,338	9,682	10,504	11,303	11,475	11,674	11,921	12,388	12,704	12,951	13,059	13,303	13,741
Georgia.....	10,381	683	649	678	667	697	692	690	692	691	694	697	691
Hawaii.....	75,991	6,403	6,363	6,311	6,198	6,197	6,232	6,183	6,203	6,243	6,452	6,560	6,646
Idaho.....	2,446,690	408,400	408,000	408,000	408,000	408,000	408,000	408,000	408,000	408,000	408,000	408,000	408,000
Illinois.....	2,446,387	42,103	42,533	43,377	44,080	45,007	46,022	46,277	46,690	47,151	47,551	47,750	48,071
Indiana.....	296,921	9,197	17,341	22,601	24,515	25,649	26,305	27,171	28,316	28,316	28,834	29,437	29,674
Iowa.....	193,058	10,778	12,780	13,831	14,058	14,967	15,438	16,450	17,085	17,823	18,927	20,008	20,833
Kansas.....	102,860	7,176	7,491	7,687	8,005	8,384	8,696	8,781	8,929	9,044	9,280	9,491	9,897
Louisiana.....	383,284	24,320	28,377	28,377	28,377	28,278	27,995	28,269	28,023	28,023	28,212	28,861	28,617
Maine.....	243,525	11,714	11,966	12,333	12,107	12,436	12,436	12,576	12,865	12,841	13,010	13,087	13,224
Maryland.....	243,525	11,714	11,966	12,333	12,107	12,436	12,436	12,576	12,865	12,841	13,010	13,087	13,224
Massachusetts.....	177,253	13,867	14,312	14,386	14,465	15,106	15,314	15,292	14,191	14,741	15,374	16,942	17,704
Michigan.....	181,263	9,709	11,266	12,781	13,899	14,602	15,321	15,772	16,163	16,979	17,668	18,210	18,893
Minnesota.....	4,743												
Mississippi.....	1,635,760	215,490	215,490	215,490	215,490	215,490	215,490	215,490	215,490	215,490	215,490	215,490	215,490
Missouri.....	135,371	11,216	11,128	11,293	11,293	11,408	11,671	11,492	11,801	11,665	11,741	11,886	12,185
Montana.....	2,659	1,178	1,178	1,178	1,178	1,178	1,178	1,178	1,178	1,178	1,178	1,178	1,178
Nebraska.....	75,557	6,091	6,183	6,184	6,184	6,329	6,250	6,212	6,299	6,370	6,397	6,523	6,617
New Hampshire.....	154,392	11,968	12,335	12,550	12,685	12,842	13,000	12,907	12,963	13,066	13,304	13,306	13,336
New Jersey.....	36,509	3,193	3,306	3,319	3,276	3,317	3,281	3,250	2,740	2,704	2,680	2,705	2,738
New Mexico.....	703,051	53,079	54,170	55,871	57,090	56,144	57,039	58,805	59,945	60,766	61,913	63,559	64,670
New York.....	334,307	25,755	25,542	26,698	27,257	28,063	28,169	27,955	30,100	28,314	29,081	28,512	28,451
North Carolina.....	23,446	1,622	1,655	1,822	1,855	1,892	1,922	2,047	2,045	2,171	2,167	2,089	2,109
Ohio.....	895,367	70,589	71,192	72,187	73,521	73,711	75,208	75,572	75,735	76,095	77,126	77,033	77,708
Oklahoma.....	360,378	33,848	34,421	34,747	35,278	36,857	37,186	37,357	37,405	37,405	37,405	37,405	37,405
Oregon.....	131,325	10,463	10,640	10,747	10,919	11,096	11,167	11,094	11,071	11,000	10,969	11,066	11,063
Pennsylvania.....	4,182,507	553,228	553,610	557,912	561,809	564,111	567,972	567,972	568,173	568,173	568,173	568,173	568,173
Rhode Island.....	105,186	7,732	8,736	9,390	10,142	10,661	11,475	7,729	7,555	7,431	7,892	8,924	8,502
South Carolina.....	305,240	11,691	11,691	11,691	11,691	11,691	11,691	11,691	11,691	11,691	11,691	11,691	11,691
South Dakota.....	26,216	9,914	11,691	13,510	14,689	16,402	18,432	18,747	20,147	21,395	21,240	21,105	21,014
Tennessee.....	67,927	6,322	6,276	6,312	5,908	5,746	5,653	5,463	5,446	5,283	5,201	5,130	5,077
Utah.....	28,473	2,421	2,421	2,421	2,328	2,469	2,469	2,469	2,469	2,469	2,469	2,469	2,469
Vermont.....	397,864	34,866	35,223	35,738	36,253	33,812	31,895	31,707	31,365	31,460	31,739	31,824	31,992
West Virginia.....	154,636	13,200	13,141	13,179	13,110	13,066	12,824	12,803	12,468	12,468	12,556	12,808	13,022
Wisconsin.....	529,639	43,304	43,244	42,916	43,051	43,343	43,244	43,490	43,432	43,432	43,839	43,970	43,208
Wyoming.....	56,935	4,946	4,983	4,956	4,811	4,859	4,747	4,694	4,612	4,537	4,607	4,531	4,642

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to the blind under plans approved by the Social Security Board. Figures italicized partly estimated; represent payments in States administering aid to the blind under State law without Federal participation. States not

listed did not administer an aid to the blind program during 1938; information on status of program in Kentucky not available.
 * Includes aid to the blind administered under State law without Federal participation.
 † Federal funds available but no payments made.

Table 31.—Aid to the blind: Amount of payments to recipients, by States and by months, 1939¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	\$20,449,679	\$1,665,019	\$1,679,116	\$1,685,272	\$1,691,074	\$1,685,602	\$1,697,477	\$1,704,211	\$1,712,628	\$1,716,158	\$1,726,040	\$1,735,684	\$1,750,398
Alabama.....	55,657	4,293	4,215	4,340	4,411	4,530	4,669	4,804	4,884	4,676	5,093	4,864	4,919
Arizona.....	96,036	7,434	7,717	7,710	7,792	7,669	7,933	8,129	8,192	8,213	8,093	8,347	8,407
Arkansas.....	4,093	4,075	4,075	4,057	4,075	4,075	4,081	4,106	4,113	4,167	4,174	4,251	4,222
California.....	296,804	300,930	300,930	304,071	306,812	311,176	317,575	321,359	321,359	321,359	321,359	321,359	321,359
Colorado.....	298,101	17,384	17,384	17,384	16,414	16,414	16,414	16,414	16,414	16,414	16,414	16,414	16,414
Connecticut.....	17,384	17,384	17,384	17,384	16,414	16,414	16,414	16,414	16,414	16,414	16,414	16,414	16,414
District of Columbia.....	5,969	5,969	5,969	5,969	5,969	5,969	5,969	5,969	5,969	5,969	5,969	5,969	5,969
Florida.....	32,809	33,660	33,660	33,660	33,660	33,660	33,660	33,660	33,660	33,660	33,660	33,660	33,660
Georgia.....	133,604	13,494	13,573	13,519	13,471	9,822	9,910	31,714	28,830	26,810	26,493	26,801	26,736
Hawaii.....	11,436	913	949	960	988	1,027	1,033	993	872	893	906	933	945
I Idaho.....	74,997	6,445	6,530	6,492	6,336	6,231	6,292	6,143	6,138	6,013	6,076	6,134	6,142
Illinois.....	2,065,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000	205,000
Indiana.....	584,913	48,009	48,403	48,668	48,625	48,604	48,710	48,721	48,956	48,983	48,872	49,084	49,378
Iowa.....	383,803	30,957	30,362	30,629	31,215	31,500	31,539	32,311	32,873	32,873	33,231	33,386	33,613
Kansas.....	255,411	21,346	21,346	21,346	21,346	21,346	21,346	21,346	21,346	21,346	21,346	21,346	21,346
Louisiana.....	31,122	30,034	30,034	30,034	30,034	30,034	30,034	30,034	30,034	30,034	30,034	30,034	30,034
Maine.....	25,363	25,363	25,363	25,363	25,363	25,363	25,363	25,363	25,363	25,363	25,363	25,363	25,363
Maryland.....	165,119	13,342	13,547	13,511	13,633	13,617	13,801	13,819	13,902	13,799	13,901	14,062	14,285
Massachusetts.....	306,100	24,341	24,640	24,901	25,175	25,213	25,511	25,689	25,734	25,719	26,262	26,568	26,777
Michigan.....	214,604	17,991	18,118	18,580	18,451	17,934	17,654	17,868	16,903	16,942	17,891	18,751	19,021
Minnesota.....	251,559	19,393	19,890	20,105	20,165	20,311	20,495	20,703	20,837	21,295	22,374	22,688	23,023
Mississippi.....	1,088,100	83,275	83,275	83,275	83,275	83,275	83,275	83,275	83,275	83,275	83,275	83,275	83,275
Missouri.....	385,213	2,405	2,643	2,848	3,149	2,969	3,019	3,045	2,969	3,118	3,253	3,306	3,389
Montana.....	144,011	12,422	12,347	12,379	9,977	10,021	10,250	12,722	12,840	12,740	12,773	12,689	12,851
Nebraska.....	2,692	2,692	2,692	2,692	2,692	2,692	2,692	2,692	2,692	2,692	2,692	2,692	2,692
Nevada.....	4,419	4,419	4,419	4,419	4,419	4,419	4,419	4,419	4,419	4,419	4,419	4,419	4,419
New Hampshire.....	15,449	15,449	15,449	15,449	15,449	15,449	15,449	15,449	15,449	15,449	15,449	15,449	15,449
New Jersey.....	137,286	137,286	137,286	137,286	137,286	137,286	137,286	137,286	137,286	137,286	137,286	137,286	137,286
New Mexico.....	2,792	2,792	2,792	2,792	2,792	2,792	2,792	2,792	2,792	2,792	2,792	2,792	2,792
New York.....	791,517	64,423	64,920	64,682	64,847	64,335	64,335	65,340	65,371	67,673	67,506	68,552	69,613
North Carolina.....	345,568	28,426	28,426	28,426	28,426	28,426	28,426	28,426	28,426	28,426	28,426	28,426	28,426
North Dakota.....	30,199	2,219	2,318	2,312	2,348	2,372	2,715	28,365	31,381	29,614	28,768	29,076	29,380
Ohio.....	330,277	32,351	32,351	32,351	32,351	32,351	32,351	32,351	32,351	32,351	32,351	32,351	32,351
Oklahoma.....	135,038	11,027	10,942	10,921	10,976	11,108	11,219	11,432	11,529	11,529	11,548	11,530	11,619
Oregon.....	4,465,965	361,600	365,880	367,539	368,868	367,822	369,528	372,199	374,924	376,434	377,928	379,628	382,690
Pennsylvania.....	8,094	8,094	8,094	8,094	8,094	8,094	8,094	8,094	8,094	8,094	8,094	8,094	8,094
Rhode Island.....	110,812	8,610	8,736	8,926	9,070	9,179	10,285	10,148	9,865	9,589	9,084	8,757	8,446
South Carolina.....	46,696	4,697	4,697	4,697	4,697	4,697	4,697	4,697	4,697	4,697	4,697	4,697	4,697
South Dakota.....	224,036	20,398	20,398	20,398	20,398	20,398	20,398	20,398	20,398	20,398	20,398	20,398	20,398
Tennessee.....	65,114	5,149	5,261	5,243	5,245	5,276	5,388	5,553	5,581	5,609	5,663	5,660	5,696
Utah.....	36,760	2,509	2,327	2,359	3,209	3,394	3,356	3,309	3,276	3,276	3,276	3,246	3,296
Vermont.....	129,679	8,940	9,718	10,047	10,534	10,795	11,102	10,823	11,043	11,199	11,363	11,918	12,197
Virginia.....	370,865	31,586	31,586	31,586	31,586	31,586	31,586	31,586	31,586	31,586	31,586	31,586	31,586
Washington.....	547,929	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358
West Virginia.....	547,929	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358
Wisconsin.....	547,929	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358
Wyoming.....	547,929	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358	44,358

¹ Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to the blind under plans approved by the Social Security Board. Figures italicized represent payments from Federal funds in States administering aid to the blind under State law without Federal participation. States not listed did not administer an aid to the blind program during 1939; information on status of program in Kentucky not available.

* Does not include aid to the blind administered under State law without Federal participation.

to recipients, other factors also influence levels of assistance. The most important is the adequacy of State and local funds for the programs. Insufficient State and local funds are a factor underlying the lower level of assistance payments in States in which the State law prohibits payments to the amount of greatest Federal participation; most of these States, because of limitations of State or State and local funds, are unable to take full advantage of the provisions of the Federal act. In many of the States where a wider range in monthly payments is allowed under State law but where the greatest number of recipients receive monthly payments far less than \$30, State and local funds are not available for larger payments.

Influence of State Policies and Procedures

Variations among the States in administrative policies and procedures affect the value of average payments per recipient as a basis for comparison

of State standards of assistance. The policies of the States regarding the number of persons whose needs the monthly payment is intended to cover are important in this respect. For the fiscal year 1938-39, 15 States²⁹ reported the policy of making some joint payments for old-age assistance to cover the needs of two eligible individuals who were counted as one recipient. These monthly payments were larger than those intended to cover the needs of only one individual. In 4³⁰ of the 15 States, joint payments were made to at least one-fifth of all recipients accepted for old-age assistance during the fiscal year.

In most States monthly payments for aid to dependent children, as well as for old-age assistance and aid to the blind, are determined by the application of the budget-deficit principle or some

²⁹ Alabama, Arkansas, Georgia, Hawaii, Kansas, Louisiana, Maine, Maryland, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wisconsin, and Wyoming.

³⁰ Arkansas, Kansas, Louisiana, and New Mexico.

Table 32.—Aid to the blind: Recipients, by States and by months, 1936¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	37,282	41,102	42,693	42,389	42,738	43,608	42,379	42,968	43,579	44,064	44,542	45,181
Arizona.....		20	20	20	20	40	65	82	107	134	153	167
Arkansas.....	367	386	367	387	398	398	427	446	478	497	526	566
California.....	4,004	4,032	4,089	4,068	4,182	4,259	4,271	4,287	4,366	4,417	4,441	4,516
Colorado.....	631	628	623	314	350	500	561	603	614	634	634	651
Connecticut.....	103	157	108	124	147	239	103	99	106	108	67	126
District of Columbia.....		20	20	20	20	34	40	47	65	72	84	97
Florida.....	228	282	284	228	180	195	208	208	208	174	174	212
Idaho.....		134	182	204	209	219	228	237	248	262	262	263
Illinois.....	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000
Indiana.....		306	801	1,079	1,069	1,068	1,066	1,055	1,005	1,044	1,203	1,358
Iowa.....	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900
Maine.....	1,082	1,080	1,080	1,102	1,089	1,090	1,098	1,106	1,113	1,129	1,144	1,137
Maryland.....					554	548	545	553	567	571	574	574
Massachusetts.....	1,100	1,100	1,100	1,098	1,101	1,076	1,069	1,042	1,042	1,001	971	955
Michigan.....							180	183	191	258	340	385
Minnesota.....	548	546	554	552	530	461	370	407	431	436	461	473
Mississippi.....	817	851	894									
Missouri.....	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Nebraska.....		20	29	157	241	384	442	497	524	538	525	503
Nevada.....		6	6	6	6	6	6	6	6	6	6	6
New Hampshire.....	167	240	249	255	258	264	266	268	272	274	269	272
New Jersey.....	436	435	443	440	461	464	458	460	456	465	460	475
New Mexico.....				20	20	10	19	51	123	133	140	146
New York.....	2,270	2,270	2,266	2,283	2,300	2,267	2,306	2,301	2,315	2,332	2,339	2,349
North Carolina.....		588	556	645	82	20		161	141	128	139	146
North Dakota.....											20	
Oklahoma.....	5,500	5,500	5,500	5,500	5,500	5,500	3,640	3,410	3,518	3,507	3,507	3,544
Oregon.....				20	13	58	121	186	226	259	296	320
Pennsylvania.....	4,435	6,872	7,706	7,878	7,903	8,405	8,698	8,991	9,179	9,421	9,535	9,628
Utah.....	18		94	161	190	203	208	207	210	216	231	236
Vermont.....	80	80	80	86	86	86	125	144	148	149	147	147
Washington.....	60	15	641	654	676	677	710	736	747	743	780	813
West Virginia.....										20	20	20
Wisconsin.....	1,944	2,006	2,051	2,092	2,112	2,125	2,119	2,122	2,090	2,068	2,042	2,034
Wyoming.....	116	126	150	161	163	177	184	188	189	189	183	182

¹ Figures not italicized represent number of recipients in States administering aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under State law without Federal participation. States not listed did not administer an aid to the blind program during 1936; information on status of program in Kentucky not available.

² Federal funds available but no payments made.

³ Does not include aid to the blind administered under State law without Federal participation.

⁴ No payments made because of change in accounting procedure.

adaptation of that principle. In such States the amount needed to provide essential items, such as food, clothing, shelter, and other necessities, is computed on the basis of standards established by the State and local agencies. After deductions have been made for any income the family may have, the balance represents the budget deficit. In some States which apply this principle the needs of the entire family are considered. In other States, payments for aid to dependent children are intended to cover only the needs of the children in whose behalf aid is granted.

Finally, payments to recipients of old-age assistance, aid to dependent children, and aid to the blind vary from State to State because of differences in State policies regarding supplementation with other types of assistance. In some States,

for instance, allowance is made for medical care in the amount of cash assistance given to recipients; in others, all medical care is paid from general relief or special funds. A few States do not permit any supplementation of payments for the special types of assistance; in other States the extent of supplementation is sizable.

Consideration of all the factors which affect payments to recipients of the special types of public assistance indicates that part of the variation revealed in any attempt to present a comparison of levels of assistance is due to the impossibility of showing entirely comparable data for all States. That the range in payments among the States is so wide, however, is evidence that real differences exist in the amounts which States are willing or able to pay.

Table 33.—*Aid to the blind: Recipients, by States and by months, 1937*¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	46,509	47,258	48,178	48,857	48,558	50,054	49,633	51,028	52,464	53,543	54,896	56,075
Alabama.....				104	158	192	257	249	269	303	331	350
Arizona.....	172	143	148	160	170	177	188	204	223	246	258	264
Arkansas.....	603	610	628	669	690	716	674	696	696	698	691	691
California.....	4,542	4,575	4,640	4,666	4,701	4,761	4,790	4,804	4,895	4,943	5,093	5,199
Colorado.....	643	581	586	585	588	584	586	588	588	573	579	579
Connecticut.....	107	116	166	116	101	198	73	98	88	113	100	84
District of Columbia.....	107	114	121	128	139	143	154	167	162	168	172	181
Florida.....	216	223	227	251	266	254	266	266	266	266	266	207
Georgia.....							21	211	370	540	675	755
Hawaii.....							10	10	10	10	56	56
Idaho.....	264	263	267	271	258	261	265	267	271	269	276	281
Illinois.....	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000
Indiana.....	1,464	1,568	1,633	1,748	1,863	1,942	1,955	2,008	2,047	2,118	2,159	2,213
Iowa.....	1,981	1,968	1,940	1,986	1,893	1,996					12	125
Kansas.....	10	10	10	10	10	10	15	10	15	134	285	417
Louisiana.....							210	456	398	516	516	545
Maine.....	1,148	1,128	1,113	1,112	1,137	1,157	1,171	1,147	1,147	1,136	1,136	1,121
Maryland.....	579	590	602	600	581	587	588	593	595	599	586	578
Massachusetts.....	962	975	957	956	970	973	986	999	1,008	981	989	988
Michigan.....	432	466	492	538	563	587	587	571	580	565	556	551
Minnesota.....	476	487	491	499	509	509	507	507	503	498	489	496
Missouri.....	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Nebraska.....	508	518	527	543	546	549	553	560	558	543	540	550
Nevada.....	6	6	6	6	6	6	6	6	6	6	6	6
New Hampshire.....	273	278	282	284	286	286	281	283	283	285	286	293
New Jersey.....	467	482	476	484	480	491	501	508	517	516	533	546
New Mexico.....	140	152	160	164	171	172	166	169	172	176	184	198
New York.....	2,356	2,358	2,356	2,556	923	1,407	2,039	1,970	2,039	2,118	2,199	2,275
North Carolina.....							490	978	1,305	1,561	1,736	1,816
North Dakota.....	1	3	13	25	33	54	67	71	75	80	85	87
Ohio.....	3,581	3,610	3,641	3,668	3,674	3,689	3,700	3,719	3,738	3,760	3,749	3,759
Oklahoma.....	10	329	640	930	1,221	1,460	1,656	1,730	1,805	1,865	1,905	1,974
Oregon.....	359	346	367	359	398	405	411	414	410	419	419	420
Pennsylvania.....	9,738	9,892	10,004	10,161	10,308	10,461	10,511	10,672	10,779	10,814	10,882	11,016
Rhode Island.....				60	60	60	60	60	60	60	60	60
South Carolina.....												
Tennessee.....								37	121	256	369	499
Utah.....	247	250	250	253	252	254	254	248	246	246	241	248
Vermont.....	147	150	149	149	149	148	157	158	161	166	164	183
Washington.....	815	840	866	412	727	765	830	866	929	946	963	993
West Virginia.....	38	69	243	416	586	663	715	738	743	736	746	758
Wisconsin.....	2,017	2,000	2,003	1,995	1,982	1,980	1,979	1,975	1,976	1,970	1,981	1,985
Wyoming.....	181	185	185	184	180	178	177	174	172	167	167	165

¹ Figures not italicized represent number of recipients in States administering aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under

State law without Federal participation. States not listed did not administer aid to the blind program during 1937; information on status of program in Kentucky not available.

² Federal funds available but no payments made.

Table 34.—Aid to the blind: Recipients, by States and by months, 1938¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	57,424	59,031	60,524	60,507	61,618	62,466	63,050	63,720	64,625	65,084	65,927	66,623
Alabama.....	373	385	410	419	420	431	435	452	460	471	472	474
Arizona.....	259	259	262	262	279	288	289	286	280	288	292	299
Arkansas.....	679	673	663	666	663	657	641	632	632	619	614	617
California.....	5,301	5,433	5,472	5,510	5,586	5,671	5,763	5,831	5,894	5,988	6,066	6,159
Colorado.....	573	581	591	594	593	590	591	602	599	607	612	623
Connecticut.....	131	109	86	109	121	137	155	160	133	174	189	199
District of Columbia.....	184	188	192	197	202	207	209	211	216	219	218	220
Florida.....	141	473	758	1,015	1,267	1,457	1,607	1,795	1,968	2,048	2,144	2,217
Georgia.....	799	878	959	986	1,017	1,054	1,105	1,139	1,170	1,188	1,211	1,223
Hawaii.....	44	47	49	49	62	66	66	64	64	69	68	67
Idaho.....	282	282	278	274	275	278	278	279	282	291	295	300
Illinois.....	7,500	7,500	7,655	7,600	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700
Indiana.....	2,247	2,263	2,299	2,328	2,373	2,413	2,417	2,429	2,446	2,464	2,471	2,475
Iowa.....	386	738	967	1,050	1,104	1,138	1,178	1,204	1,224	1,243	1,265	1,279
Kansas.....	512	600	646	681	730	758	816	852	893	935	969	1,006
Louisiana.....	562	580	602	624	659	675	683	689	700	719	729	761
Maine.....	1,117	1,267	1,258	1,258	1,257	1,241	1,250	1,238	1,234	1,240	1,252	1,252
Maryland.....	555	569	575	587	593	597	605	616	615	622	622	625
Massachusetts.....	994	1,027	1,038	1,058	1,063	1,062	1,060	1,074	1,076	1,083	1,085	1,088
Michigan.....	540	545	544	558	570	582	597	616	628	641	659	675
Minnesota.....	496	540	583	615	628	649	670	682	711	730	740	760
Mississippi.....											294	375
Missouri.....	5,000	5,000	5,000	4,100	4,100	4,100	5,964	5,964	5,964	5,900	5,900	5,900
Montana.....	30	30	30	30	29	52	68	83	76	80	87	99
Nebraska.....	571	565	578	570	572	580	590	594	601	597	592	599
Nevada.....	7	7	8	8	8	9	8	8	16	9	8	7
New Hampshire.....	295	296	293	290	294	293	292	294	296	298	303	307
New Jersey.....	539	554	562	568	578	583	579	582	586	598	598	599
New Mexico.....	202	205	206	204	204	203	201	207	202	200	201	199
New York.....	2,320	2,355	2,403	2,423	2,452	2,453	2,520	2,549	2,580	2,588	2,631	2,638
North Carolina.....	1,819	1,807	1,870	1,900	1,948	1,953	1,940	2,016	1,966	1,973	1,951	1,949
North Dakota.....	91	93	100	105	104	106	111	111	116	115	109	109
Ohio.....	3,756	3,751	3,786	3,790	3,821	3,853	3,879	3,899	3,926	3,922	3,923	3,939
Oklahoma.....	2,014	2,048	2,063	2,075	2,050	2,022	2,003	1,989	1,992	1,977	1,982	2,021
Oregon.....	417	423	426	431	439	441	438	436	433	430	435	434
Pennsylvania.....	11,141	11,216	11,295	11,422	11,608	11,656	11,732	11,803	11,894	11,977	12,015	12,028
Rhode Island.....	60	60	60	60	60	60	60	60	60	60	60	60
South Carolina.....	571	646	686	734	775	834	831	819	811	830	829	862
South Dakota.....		2	71	126	154	167	181	196	207	210	215	219
Tennessee.....	660	777	892	975	1,108	1,221	1,272	1,371	1,458	1,448	1,438	1,434
Utah.....	248	243	245	230	224	221	219	216	210	205	202	200
Vermont.....	149	149	149	141	140	139	137	138	137	136	136	135
Virginia.....							30	30	263	332	465	598
Washington.....	1,011	1,021	1,040	1,058	1,019	1,000	1,002	998	1,002	1,012	1,023	1,032
West Virginia.....	752	749	753	749	747	735	736	728	726	731	747	754
Wisconsin.....	1,972	1,970	1,954	1,958	1,960	1,951	1,959	1,958	1,961	1,966	1,966	1,965
Wyoming.....	164	167	170	160	166	162	163	161	159	161	158	162

¹ Figures not italicized represent number of recipients in States administering aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under State law without Federal participation. States not listed did not administer

an aid to the blind program during 1938; information on status of program in Kentucky not available.

² Includes aid to the blind administered under State law without Federal participation.

³ Federal funds available but no payments made.

Table 35.—Aid to the blind: Recipients, by States and by months, 1939¹

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	66,706	67,202	67,445	67,883	67,770	68,253	68,611	69,087	69,143	69,348	69,584	69,919
Alabama	480	479	494	502	518	526	541	548	551	548	549	553
Arizona	303	310	310	313	308	318	325	327	325	329	330	332
Arkansas	619	616	614	619	621	624	632	632	640	643	656	652
California	6,189	6,283	6,269	6,340	6,395	6,479	6,554	6,614	6,683	6,735	6,796	6,846
Colorado	621	610	616	610	612	610	620	629	628	631	640	644
Connecticut	222	229	238	236	226	316	214	248	221	236	246	247
District of Columbia	223	223	220	216	203	209	209	212	211	211	209	211
Florida	2,243	2,310	2,345	2,380	2,406	2,390	2,276	2,228	2,160	2,148	2,169	2,155
Georgia	1,234	1,250	1,253	1,256	983	990	991	987	996	1,002	998	999
Hawaii	66	67	67	68	70	69	69	67	69	70	71	70
Idaho	294	298	300	292	290	292	287	288	281	283	285	288
Illinois	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700
Indiana	2,470	2,493	2,494	2,480	2,475	2,474	2,469	2,472	2,462	2,451	2,447	2,449
Iowa	1,298	1,307	1,318	1,341	1,350	1,366	1,393	1,413	1,419	1,431	1,432	1,441
Kansas	1,029	1,034	1,035	1,047	1,060	1,087	1,090	1,131	1,142	1,147	1,156	1,165
Louisiana	765	819	845	874	895	919	930	950	968	978	984	1,008
Maine	1,288	1,258	1,254	1,240	1,239	1,241	1,241	1,236	1,237	1,243	1,245	1,247
Maryland	632	635	635	645	646	656	657	659	656	657	668	675
Massachusetts	1,112	1,120	1,130	1,140	1,136	1,144	1,146	1,147	1,146	1,164	1,170	1,157
Michigan	696	702	724	740	748	757	755	760	754	758	746	739
Minnesota	777	793	799	799	809	815	819	827	836	850	861	880
Mississippi	435	469	506	538	552	562	581	599	612	630	641	656
Missouri	5,648	5,543	5,543	5,655	5,655	5,655	5,655	5,655	5,655	5,655	5,655	5,655
Montana	113	127	129	140	139	143	146	144	152	158	160	169
Nebraska	602	605	607	595	603	604	606	629	633	648	644	657
Nevada	10	10	7	7	7	7	10	10	10	10	10	10
New Hampshire	316	311	312	314	317	317	321	320	316	321	320	326
New Jersey	608	614	611	613	619	627	637	637	639	647	653	649
New Mexico	198	200	200	201	203	201	207	205	206	210	213	214
New York	2,637	2,640	2,644	2,643	2,657	2,657	2,689	2,691	2,705	2,715	2,713	2,732
North Carolina	1,943	1,940	1,929	1,922	1,913	1,900	1,933	2,030	1,976	1,941	1,958	1,972
North Dakota	113	115	115	117	116	122	126	127	133	135	137	141
Ohio	3,946	3,935	3,944	3,935	3,928	3,933	3,952	3,950	3,937	3,931	3,901	3,916
Oklahoma	2,004	2,005	2,021	2,027	2,047	2,078	2,110	2,133	2,156	2,156	2,156	2,162
Oregon	435	432	431	433	438	444	447	453	457	456	455	455
Pennsylvania	12,048	12,160	12,177	12,238	12,198	12,262	12,356	12,445	12,449	12,525	12,589	12,639
Rhode Island	50	50	50	50	50	50	55	55	55	54	56	55
South Carolina	863	870	880	891	904	936	922	906	878	841	815	807
South Dakota	228	232	236	240	236	234	230	223	228	228	230	232
Tennessee	1,424	1,415	1,411	1,401	1,389	1,385	1,557	1,590	1,611	1,616	1,615	1,614
Utah	203	208	207	208	209	209	213	216	216	217	213	210
Vermont	140	132	130	162	163	160	156	159	157	157	156	156
Virginia	689	754	780	808	826	851	854	874	894	906	944	967
Washington	1,025	1,031	1,033	1,016	999	999	997	996	1,016	1,016	1,026	1,028
West Virginia	752	763	766	769	782	801	807	810	815	819	814	814
Wisconsin	1,979	1,984	1,961	1,970	1,970	1,979	1,992	1,996	1,998	1,990	1,998	2,012
Wyoming	162	151	152	157	154	155	154	156	156	151	154	153

¹ Figures not italicized represent number of recipients in States administering aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under State law without Federal participation. States not listed did not administer an aid to the blind program during 1939; information on status of program in Kentucky not available.

¹ Includes aid to the blind administered under State law without Federal participation.

² Does not include aid to the blind administered under State law without Federal participation.

Table 36.—General relief: Amount of payments to cases ¹ in the continental United States, by States and by months, April-December 1937 ²

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	April	May	June	July	August	September	October	November	December
Total ³	\$35,745,000	\$30,615,000	\$28,226,000	\$29,015,000	\$29,955,000	\$30,274,000	\$30,729,000	\$33,981,000	\$41,243,000
Alabama.....	15,246	15,172	14,763	12,750	11,553	12,758	14,139	15,196	17,586
Arizona.....	⁴ 85,000	⁴ 78,000	⁴ 80,000	62,586	55,698	53,137	41,892	32,450	40,627
Arkansas.....	38,641	46,397	51,221	20,396	22,304	23,069	24,203	24,593	25,031
California.....	2,766,614	2,213,749	1,776,221	2,257,280	2,176,396	2,168,677	2,068,796	2,261,883	2,825,815
Colorado.....	263,000	238,000	204,000	200,000	205,000	192,000	194,000	188,000	197,000
Connecticut.....	413,369	347,023	323,711	315,625	315,508	359,175	392,726	441,256	568,340
Delaware.....	32,045	⁴ 16,300	⁴ 14,200	13,897	16,298	17,091	17,758	18,901	25,571
District of Columbia.....	90,021	89,006	86,912	68,601	69,565	72,346	71,559	67,881	66,783
Florida.....	44,547	43,914	48,924	51,863	⁴ 52,000	⁴ 55,000	⁴ 50,000	⁴ 51,000	⁴ 54,000
Georgia.....	79,935	77,854	76,690	70,142	53,021	45,886	47,100	48,158	56,403
Idaho ⁴	47,000	38,000	37,000	30,000	30,000	30,000	32,000	32,000	35,000
Illinois ⁴	3,772,143	3,372,463	3,274,642	3,356,784	3,655,354	3,049,779	3,064,570	3,732,961	4,252,469
Indiana.....	433,668	318,405	304,016	323,283	332,142	399,280	438,640	539,245	819,913
Iowa.....	632,181	508,323	460,105	431,273	438,475	448,093	466,234	518,944	695,745
Kansas.....	340,350	278,771	271,222	247,616	201,394	200,409	198,710	214,432	276,049
Kentucky ⁴	45,000	35,000	40,000	44,000	40,000	40,000	45,000	48,000	49,000
Louisiana.....	136,117	142,468	85,337	114,221	116,317	110,957	98,721	96,005	98,404
Maine ⁴	289,000	293,000	222,000	210,000	204,000	218,000	237,000	274,000	325,000
Maryland.....	187,896	146,553	126,937	110,804	114,852	122,566	125,014	137,493	159,462
Massachusetts.....	1,627,283	1,383,883	1,309,572	1,410,815	1,468,771	1,561,355	1,615,071	1,957,272	2,546,646
Michigan.....	1,340,723	980,212	859,237	781,713	780,375	878,467	933,803	1,082,686	1,674,300
Minnesota.....	1,036,739	871,314	788,563	785,363	699,627	744,618	852,309	1,052,291	1,308,256
Mississippi.....	⁴ 4,700	⁴ 5,000	⁴ 4,500	4,406	3,292	3,093	3,483	3,904	3,994
Missouri.....	552,625	445,618	427,466	410,608	423,458	440,329	422,079	446,272	495,261
Montana.....	⁴ 55,000	⁴ 52,000	45,318	45,201	48,064	48,165	49,397	60,268	81,083
Nebraska ⁴	101,000	74,000	75,000	63,000	74,000	80,000	104,000	97,000	133,000
Nevada.....	15,734	14,303	13,981	13,478	14,502	13,514	10,843	9,793	11,095
New Hampshire.....	190,125	163,589	157,797	156,040	151,948	167,491	183,217	226,487	283,422
New Jersey.....	1,319,704	1,131,516	1,016,612	987,922	1,007,604	1,067,052	1,171,446	1,329,252	1,663,278
New Mexico.....	23,197	15,435	16,814	16,177	17,601	16,104	16,901	20,573	18,057
New York.....	9,798,180	8,791,690	8,136,178	8,358,021	9,095,416	9,337,361	9,395,777	10,354,646	11,384,610
North Carolina.....	59,901	55,886	55,216	38,410	34,357	31,523	30,555	32,661	35,746
North Dakota.....	136,267	119,648	116,950	112,533	120,982	135,964	142,813	159,131	178,321
Ohio ⁴	1,889,000	1,338,000	937,000	1,072,000	1,213,000	1,074,000	1,161,000	1,310,000	1,753,000
Oklahoma ⁴	165,000	182,000	188,000	152,000	172,000	162,000	105,000	100,000	101,000
Oregon ⁴	200,576	175,721	158,672	141,908	116,195	118,444	134,323	170,366	220,755
Pennsylvania.....	5,096,780	4,493,025	4,442,283	4,748,485	4,607,919	4,875,961	4,735,923	4,492,348	5,761,904
Rhode Island ⁴	222,000	150,000	146,000	182,000	197,000	214,000	234,000	277,000	372,000
South Carolina.....	⁴ 8,900	⁴ 12,000	⁴ 7,000	904	2,671	2,615	5,885	8,622	11,966
South Dakota.....	78,999	64,194	59,504	53,926	62,081	63,391	67,693	83,786	94,294
Tennessee ⁴	119,000	108,000	120,000	81,000	48,000	33,000	25,600	32,000	34,000
Texas ⁴	99,000	92,000	89,000	94,000	86,000	80,000	84,000	93,000	100,000
Utah.....	128,323	102,644	94,054	72,158	74,386	76,240	79,126	85,072	99,999
Vermont.....	74,412	63,337	65,943	54,256	52,459	49,503	58,219	68,256	72,833
Virginia.....	⁴ 118,000	⁴ 105,000	⁴ 97,000	90,284	87,248	89,169	96,403	105,118	114,606
Washington.....	475,259	441,770	439,748	415,089	484,013	529,413	548,000	619,600	858,545
West Virginia ⁴	219,000	193,000	198,000	164,000	154,000	151,000	153,000	157,000	180,000
Wisconsin.....	⁴ 851,529	⁴ 720,725	⁴ 641,607	⁴ 543,576	529,982	570,243	675,634	796,755	1,036,467
Wyoming.....	25,654	21,735	18,259	16,521	15,173	16,113	15,623	17,756	22,439

¹ From State and local funds (small amount of Federal funds in some States representing balances of Federal Emergency Relief Administration funds). Excludes cost of administration; of materials, equipment, and other items incident to operation of work-relief programs; and of special programs, hospitalization, and burials.

² For January-March 1937 see Works Progress Administration, *General Relief Statistics for the Fifteen-Month Period January 1936 through March 1937*.

³ Partly estimated.

⁴ Estimated.

⁵ Includes a negligible amount for services to cases not reportable by definition as general relief.

Table 37.—General relief: Amount of payments to cases¹ in the continental United States, by States and by months, 1938

(Data reported by State agencies, corrected to Jan. 25, 1940)

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total²	\$476,196,000	\$46,404,000	\$47,207,000	\$47,471,000	\$41,113,000	\$37,337,000	\$36,747,000	\$35,999,000	\$36,244,000	\$35,405,000	\$34,933,000	\$36,476,000	\$40,865,000
Alabama	282,914	25,931	17,795	27,123	20,679	21,899	22,845	32,070	28,767	21,520	22,699	23,212	24,424
Arizona	513,672	45,861	46,981	30,287	28,545	27,555	27,555	49,616	49,616	45,861	45,861	45,861	45,861
Arkansas	264,294	25,284	24,569	24,778	24,643	25,094	24,557	24,699	24,255	23,705	12,981	12,286	17,352
California	3,740,564	3,382,044	3,755,607	3,010,068	3,402,867	3,102,266	2,850,145	2,890,283	2,861,202	2,659,331	2,611,639	2,611,639	3,231,084
Colorado	2,944,000	157,000	214,000	178,000	342,867	188,000	1,850,000	157,000	156,000	150,000	164,000	184,000	195,000
Connecticut	6,942,698	613,706	582,688	643,370	694,143	578,008	588,394	561,811	574,142	665,238	539,926	524,022	602,121
Delaware	3,386,776	30,753	37,753	37,968	35,425	27,240	37,615	36,534	37,995	37,995	37,995	37,995	37,995
District of Columbia	67,754	67,754	67,754	67,754	67,754	67,754	67,754	67,754	67,754	67,754	67,754	67,754	67,754
Florida	662,874	49,040	46,833	50,720	48,088	54,209	55,716	60,270	60,660	62,255	58,965	58,382	57,185
Georgia	557,273	45,048	51,395	50,338	48,683	43,915	43,291	43,816	43,989	43,568	44,919	43,654	43,118
Idaho	499,000	45,000	53,000	53,000	46,000	46,000	38,000	37,000	37,000	30,000	31,000	31,000	53,000
Illinois	47,542,770	4,854,042	4,439,405	4,534,686	4,068,993	3,433,222	3,261,901	3,653,088	4,030,065	3,749,326	3,811,515	4,000,296	4,307,244
Indiana	2,134,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000
Iowa	6,264,689	529,182	529,182	529,182	529,182	529,182	529,182	529,182	529,182	529,182	529,182	529,182	529,182
Kansas	2,771,837	271,837	271,837	271,837	271,837	271,837	271,837	271,837	271,837	271,837	271,837	271,837	271,837
Kentucky	535,000	52,000	52,000	52,000	52,000	52,000	52,000	52,000	52,000	52,000	52,000	52,000	52,000
Louisiana	1,198,566	103,772	96,772	94,175	96,322	96,983	96,977	96,436	98,969	99,335	102,689	106,066	111,371
Maine	3,187,624	342,059	330,423	341,562	315,255	256,777	232,865	203,787	184,434	204,132	217,353	241,584	257,293
Maryland	2,134,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000	177,000
Massachusetts	24,032,718	2,535,354	2,395,330	2,535,330	2,112,440	1,942,741	1,800,143	1,826,454	1,902,453	1,735,575	1,605,988	1,694,854	1,857,819
Michigan	27,139,000	2,686,876	3,485,223	3,529,209	3,038,937	2,549,292	2,379,483	2,237,284	1,834,968	1,229,718	1,165,775	1,195,310	1,432,935
Minnesota	12,290,000	1,455,193	1,414,497	1,264,717	1,005,873	858,852	835,005	777,245	782,442	802,243	874,649	1,024,979	1,037,705
Mississippi	47,817	4,256	4,350	4,416	4,129	3,951	3,843	3,785	3,821	3,883	3,778	3,774	3,801
Missouri	4,906,626	528,246	528,246	528,246	528,246	528,246	528,246	528,246	528,246	528,246	528,246	528,246	528,246
Montana	1,194,626	121,000	121,000	121,000	121,000	121,000	121,000	121,000	121,000	121,000	121,000	121,000	121,000
Nebraska	1,257,960	140,100	139,262	120,557	102,570	84,023	82,962	72,673	84,850	91,726	94,937	100,773	120,558
Nevada	117,539	11,748	11,450	13,146	9,053	8,891	9,470	10,264	9,433	8,261	7,915	8,513	9,356
New Hampshire	2,839,063	298,540	273,649	269,298	239,406	214,652	207,540	222,104	224,248	218,551	205,305	217,732	246,128
New Jersey	1,992,215	1,992,215	1,992,215	1,992,215	1,992,215	1,992,215	1,992,215	1,992,215	1,992,215	1,992,215	1,992,215	1,992,215	1,992,215
New Mexico	148,961	16,295	15,277	12,400	12,218	12,805	14,065	14,656	16,147	7,613	7,429	7,537	9,409
New York	125,675,076	12,230,811	12,327,781	11,827,781	10,677,714	9,894,307	9,709,731	9,567,243	9,623,418	9,583,132	9,441,421	9,959,282	10,828,254
North Carolina	416,681	43,009	39,623	37,693	34,923	33,678	30,247	33,135	31,106	29,759	29,333	27,594	34,926
North Dakota	1,211,124	171,455	135,918	119,449	83,623	93,624	85,724	74,476	68,318	62,668	67,906	56,345	93,938
Ohio	21,628,580	2,323,224	2,404,060	2,592,165	2,076,366	1,762,577	1,854,487	1,441,386	1,852,641	1,497,191	1,419,311	1,469,791	1,695,381
Oklahoma	1,844,000	128,000	140,000	156,000	163,000	204,000	238,000	229,000	174,000	114,000	117,000	96,000	96,000
Oregon	76,225,614	6,116,445	6,116,445	6,116,445	6,116,445	6,116,445	6,116,445	6,116,445	6,116,445	6,116,445	6,116,445	6,116,445	6,116,445
Pennsylvania	3,220,000	340,000	201,000	310,000	248,000	241,000	288,000	248,000	245,000	287,000	226,000	215,000	281,000
Rhode Island	340,043	15,486	18,517	20,333	21,472	23,705	44,766	48,559	33,066	30,273	28,696	28,008	27,354
South Carolina	894,909	96,163	93,712	82,012	66,555	59,703	54,326	55,769	55,453	57,605	56,399	79,466	79,466
South Dakota	334,000	32,000	41,000	37,000	30,000	24,000	22,000	22,000	23,000	24,000	23,000	26,000	30,000
Tennessee	1,901,893	114,203	114,203	114,203	114,203	114,203	114,203	114,203	114,203	114,203	114,203	114,203	114,203
Utah	810,089	91,837	76,448	77,621	73,152	65,224	64,685	55,837	56,337	58,101	60,423	59,808	70,267
Vermont	1,219,773	122,368	119,554	124,789	114,033	110,267	112,857	104,302	108,116	70,962	67,853	77,172	87,480
Virginia	5,028,972	849,748	926,757	878,757	861,911	728,071	721,510	728,778	721,510	728,778	721,510	728,778	721,510
Washington	2,536,315	212,452	215,664	212,452	212,452	212,452	212,452	212,452	212,452	212,452	212,452	212,452	212,452
West Virginia	10,418,183	1,311,340	1,175,426	1,175,426	1,175,426	1,175,426	1,175,426	1,175,426	1,175,426	1,175,426	1,175,426	1,175,426	1,175,426
Wisconsin	4,350,950	271,173	34,375	35,314	30,350	26,608	23,233	20,686	21,288	22,354	22,132	23,132	23,132
Wyoming	1,211,124	171,455	135,918	119,449	83,623	93,624	85,724	74,476	68,318	62,668	67,906	56,345	93,938

* Partly estimated.

† Estimated.

¹ From State and local funds (small amounts of Federal funds in some States representing balances of Federal Emergency Relief Administration funds). Excludes cost of administration; of materials, hospitalization, and other items incident to operation of work-relief programs; and of special programs, equipment, and burials.

Table 38.—General relief: Amount of payments to cases¹ in the continental United States, by States and by months, 1939

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total¹	\$81,723,000	\$43,679,000	\$46,027,000	\$46,080,000	\$41,277,000	\$50,236,000	\$37,050,000	\$30,271,000	\$38,241,000	\$35,655,000	\$38,711,000	\$35,250,000	\$38,725,000
Alabama.....	249,796	25,022	25,291	22,624	19,436	18,515	18,403	19,005	19,697	18,347	21,425	20,621	20,820
Alaska.....	25,022	45,296	45,296	35,104	35,104	35,924	36,228	36,228	36,227	35,960	36,227	36,228	36,284
Arizona.....	219,607	18,677	18,411	17,866	18,430	18,660	18,355	18,366	17,819	17,819	18,042	18,182	18,468
Arkansas.....	47,552,120	3,854,155	4,230,760	4,346,717	4,133,657	3,783,069	3,101,109	4,144,457	3,691,288	3,736,182	3,900,933	4,123,598	4,062,566
California.....	2,345,378	256,018	227,263	227,263	184,174	187,403	165,655	159,661	169,060	164,060	159,660	159,660	159,660
Colorado.....	6,877,811	645,314	642,756	710,083	621,114	570,133	605,911	570,133	570,133	570,133	570,133	570,133	570,133
Connecticut.....	444,339	51,442	55,270	51,414	41,603	45,607	40,289	36,522	37,572	38,552	41,056	43,627	46,612
Delaware.....	51,034	52,605	53,477	51,523	51,523	53,752	56,500	58,071	64,484	65,619	65,235	67,650	66,996
District of Columbia.....	42,435	43,405	42,132	39,538	39,538	36,135	32,710	29,008	30,314	30,414	31,012	32,560	32,872
Florida.....	371,148	47,000	48,405	42,132	39,538	39,538	36,135	32,710	29,008	30,314	31,012	32,560	32,872
Georgia.....	45,423,963	3,475,000	3,687,653	4,755,039	4,411,837	4,016,975	3,270,000	25,294	34,459	34,459	24,422	28,325	31,373
Idaho.....	48,423,963	3,475,000	3,687,653	4,755,039	4,411,837	4,016,975	3,270,000	25,294	34,459	34,459	24,422	28,325	31,373
Illinois.....	8,326,006	904,043	840,907	840,907	840,907	840,907	840,907	840,907	840,907	840,907	840,907	840,907	840,907
Indiana.....	6,206,111	524,181	524,181	524,181	524,181	524,181	524,181	524,181	524,181	524,181	524,181	524,181	524,181
Iowa.....	3,320,000	327,416	327,416	311,371	294,417	249,087	230,271	217,953	234,269	234,269	234,269	234,269	234,269
Kansas.....	1,536,000	105,000	105,000	105,000	105,000	105,000	105,000	105,000	105,000	105,000	105,000	105,000	105,000
Kentucky.....	1,234,000	290,536	290,536	290,536	290,536	290,536	290,536	290,536	290,536	290,536	290,536	290,536	290,536
Louisiana.....	2,756,475	275,658	295,559	295,559	295,559	295,559	295,559	295,559	295,559	295,559	295,559	295,559	295,559
Maryland.....	2,019,377	1,901,163	1,901,163	1,901,163	1,901,163	1,901,163	1,901,163	1,901,163	1,901,163	1,901,163	1,901,163	1,901,163	1,901,163
Massachusetts.....	17,835,865	1,298,148	1,911,889	1,943,131	1,653,864	1,428,907	1,257,787	1,032,744	1,186,394	1,316,899	1,469,625	1,519,477	1,587,000
Michigan.....	12,633,285	1,275,032	1,311,481	1,310,563	1,126,133	973,846	917,992	841,838	901,833	944,992	983,409	1,003,895	1,048,171
Minnesota.....	50,830	3,553	4,080	4,201	3,969	4,201	3,969	4,201	3,969	4,201	3,969	4,201	4,201
Missouri.....	4,374,509	419,822	461,268	484,394	440,607	417,123	408,522	381,678	261,678	261,678	261,678	261,678	261,678
Montana.....	965,162	124,377	146,650	123,805	158,965	105,573	98,584	98,584	102,729	107,703	110,410	111,175	124,999
Nebraska.....	1,405,162	141,444	156,522	141,444	158,965	105,573	98,584	98,584	102,729	107,703	110,410	111,175	124,999
Nevada.....	253,442	235,550	252,834	225,242	203,729	188,147	173,717	168,114	150,703	158,654	166,703	175,458	190,733
New Hampshire.....	1,980,385	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897
New Jersey.....	15,230,609	1,890,385	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897	1,940,897
New Mexico.....	166,737	9,392	13,690	15,362	12,708	13,195	15,244	11,956	12,435	13,095	13,537	13,574	13,574
New York.....	122,027,197	11,426,557	11,084,655	11,869,178	10,853,823	10,316,295	9,817,073	9,404,685	9,040,011	9,311,691	9,662,290	9,549,195	9,692,040
North Carolina.....	34,070	34,070	34,070	34,070	34,070	34,070	34,070	34,070	34,070	34,070	34,070	34,070	34,070
North Dakota.....	1,805,900	1,805,900	1,805,900	1,805,900	1,805,900	1,805,900	1,805,900	1,805,900	1,805,900	1,805,900	1,805,900	1,805,900	1,805,900
Ohio.....	2,708,000	97,000	196,667	207,106	182,652	156,084	136,878	136,878	136,878	136,878	136,878	136,878	136,878
Oklahoma.....	1,917,998	197,485	197,485	197,485	197,485	197,485	197,485	197,485	197,485	197,485	197,485	197,485	197,485
Oregon.....	93,315,598	7,308,301	8,004,798	7,465,952	7,465,952	7,465,952	7,465,952	7,465,952	7,465,952	7,465,952	7,465,952	7,465,952	7,465,952
Pennsylvania.....	2,540,000	293,000	310,000	293,000	293,000	293,000	293,000	293,000	293,000	293,000	293,000	293,000	293,000
Rhode Island.....	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711
South Carolina.....	538,178	56,204	65,598	87,027	72,581	65,188	54,269	48,662	54,458	58,298	70,700	74,143	74,143
South Dakota.....	321,000	31,000	30,000	30,000	27,000	23,000	22,000	21,000	25,000	25,000	26,000	30,000	31,000
Tennessee.....	1,383,713	143,700	143,700	143,700	133,272	128,868	101,441	101,441	117,245	152,508	166,199	124,965	124,965
Texas.....	1,352,556	79,391	92,979	104,111	98,555	64,678	59,999	49,822	48,764	54,975	60,481	61,770	61,925
Utah.....	778,672	91,713	73,558	96,098	87,460	82,742	81,598	72,992	74,126	73,422	73,422	73,422	73,422
Vermont.....	983,479	456,370	456,370	456,370	456,370	456,370	456,370	456,370	456,370	456,370	456,370	456,370	456,370
Virginia.....	2,304,894	213,874	213,874	213,874	213,874	213,874	213,874	213,874	213,874	213,874	213,874	213,874	213,874
Washington.....	1,619,424	146,691	146,691	146,691	146,691	146,691	146,691	146,691	146,691	146,691	146,691	146,691	146,691
West Virginia.....	1,146,500	1,146,500	1,146,500	1,146,500	1,146,500	1,146,500	1,146,500	1,146,500	1,146,500	1,146,500	1,146,500	1,146,500	1,146,500
Wisconsin.....	12,405,196	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017	1,123,017
Wyoming.....	377,397	50,774	52,888	62,326	38,161	27,554	26,842	26,842	26,842	26,842	26,842	26,842	26,842

¹ From State and local funds. Excludes cost of administration; of materials, equipment, and other items incident to operation of work-relief programs; and of special programs, hospitalization, and burial.

² Figures for April-December do not include obligations incurred for medical care amounting to \$73,576.

³ Figures for July-December do not include obligations incurred for medical care amounting to \$388,492.

⁴ Does not include obligations incurred for medical care amounting to \$211,468 during 1939.

Table 39.—General relief: Cases receiving assistance in the continental United States, by States and by months, April-December 1937¹

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	April	May	June	July	August	September	October	November	December
Total ¹	1,550,000	1,382,000	1,277,000	1,257,000	1,271,000	1,265,000	1,270,000	1,368,000	1,626,000
Alabama.....	1,864	1,820	1,747	1,459	1,256	1,321	1,372	1,537	2,178
Arizona.....	² 4,800	² 4,700	² 4,600	3,989	3,883	3,579	3,189	2,561	2,373
Arkansas.....	6,642	7,622	8,478	5,487	2,658	3,731	3,539	3,974	4,064
California.....	99,649	84,937	76,307	78,166	80,676	78,733	74,015	80,391	97,211
Colorado ³	14,600	13,200	12,700	12,100	12,000	12,000	12,200	12,600	13,800
Connecticut.....	17,805	16,110	15,043	14,511	14,199	14,960	14,595	17,709	20,531
Delaware.....	1,841	² 860	² 810	826	899	932	1,030	1,220	1,537
District of Columbia.....	3,783	3,979	3,625	3,182	3,107	3,034	2,909	2,699	2,638
Florida.....	7,700	7,873	8,263	8,420	² 8,500	² 9,200	² 8,200	² 8,600	² 8,600
Georgia.....	15,311	15,019	14,929	11,973	9,507	8,019	7,237	7,143	8,030
Idaho ³	3,000	2,700	2,800	2,400	2,400	2,400	2,400	2,400	2,700
Illinois ⁴	167,607	149,479	144,702	149,952	154,930	156,285	155,904	160,478	182,706
Indiana.....	35,345	28,992	27,427	28,660	29,355	30,459	32,709	39,492	52,943
Iowa.....	37,057	31,210	28,091	26,780	26,706	26,750	26,841	28,979	35,590
Kansas.....	25,034	21,867	20,851	20,293	15,735	15,264	14,743	15,621	18,757
Kentucky ³	4,800	4,000	4,000	3,900	5,800	5,200	5,800	6,200	6,800
Louisiana.....	9,588	9,979	9,419	8,468	8,028	7,368	7,173	7,021	7,115
Maine ³	11,700	11,100	9,600	9,300	9,000	9,700	10,600	12,300	13,900
Maryland.....	8,709	6,959	4,741	5,001	5,195	5,548	5,945	6,166	7,351
Massachusetts.....	58,211	52,349	51,320	54,410	56,116	57,377	59,511	69,250	81,660
Michigan.....	64,457	50,781	43,771	40,166	38,164	37,530	37,940	43,440	65,887
Minnesota.....	38,927	34,395	30,920	29,639	27,750	28,324	30,701	36,613	44,782
Mississippi.....	² 900	² 830	² 800	889	762	713	680	1,026	1,136
Missouri.....	51,584	46,393	42,319	41,430	40,925	41,800	42,670	45,615	52,227
Montana.....	² 3,000	² 2,600	3,282	3,356	3,600	3,438	3,466	² 3,600	5,646
Nebraska ³	8,600	6,900	6,100	6,000	6,300	6,900	7,600	7,800	9,600
Nevada.....	1,023	962	945	894	908	878	826	844	751
New Hampshire.....	7,763	6,966	6,618	6,407	6,575	6,789	7,287	8,455	9,943
New Jersey.....	58,552	51,295	46,313	45,416	46,408	47,830	50,363	55,906	66,952
New Mexico.....	² 2,900	2,453	2,413	2,366	2,440	2,378	2,453	2,462	2,507
New York.....	265,249	244,593	224,957	228,822	238,304	240,698	241,186	253,157	283,179
North Carolina.....	12,580	11,694	11,343	7,997	6,715	5,946	5,516	5,796	6,838
North Dakota.....	8,258	7,099	6,863	6,741	6,905	7,441	8,028	8,618	10,213
Ohio ⁴	98,200	78,100	58,200	60,900	61,900	58,100	61,200	72,000	96,900
Oklahoma ³	33,800	35,800	37,000	34,000	40,000	33,100	24,400	24,800	26,000
Oregon ⁴	10,750	9,331	8,270	7,559	6,419	6,461	7,146	9,727	12,880
Pennsylvania.....	176,240	163,454	155,425	160,003	164,762	165,418	165,006	160,838	189,042
Rhode Island ³	9,300	7,900	6,800	7,300	7,700	8,600	8,900	10,300	13,300
South Carolina.....	² 3,200	² 2,700	² 1,600	220	698	283	485	738	1,043
South Dakota.....	6,146	5,204	4,715	4,350	4,863	4,920	5,081	5,721	6,889
Tennessee ³	19,600	17,400	18,000	13,300	9,900	5,700	4,100	4,400	4,800
Texas ³	11,600	11,400	10,600	10,300	9,200	8,500	8,500	9,500	11,900
Utah.....	6,240	5,203	4,696	3,446	3,397	3,402	3,378	3,592	4,496
Vermont.....	3,446	3,063	3,069	2,414	2,273	2,282	2,036	2,718	3,376
Virginia.....	² 16,200	² 15,200	² 14,400	13,181	13,376	13,430	13,838	14,408	15,276
Washington.....	30,882	27,445	26,232	25,043	26,260	27,877	29,285	36,507	45,692
West Virginia ³	21,300	20,400	19,600	16,700	15,700	15,200	15,200	15,400	18,100
Wisconsin.....	40,217	35,818	31,336	28,312	26,971	27,775	31,216	35,824	44,688
Wyoming.....	1,813	1,262	1,102	987	921	961	924	1,072	1,487

¹ For January-March 1937 see Works Progress Administration, *General Relief Statistics for the Fifteen-Month Period January 1936 through March 1937*.² Partly estimated.³ Estimated.⁴ Includes a negligible number of cases receiving services not reportable by definition as general relief.

Table 40.—General relief: Cases receiving assistance in the continental United States, by States and by months, 1938

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total ¹	1,893,000	1,996,000	1,994,000	1,815,000	1,696,000	1,648,000	1,610,000	1,581,000	1,526,000	1,496,000	1,518,000	1,631,000
Alabama.....	3,044	1,930	2,063	2,157	2,243	2,464	4,160	3,839	2,469	2,490	2,523	2,646
Arizona.....	2,564	2,824	2,885	2,811	2,783	2,857	3,030	3,169	3,169	3,022	3,085	3,371
Arkansas.....	4,125	4,181	4,133	4,094	4,130	4,171	4,203	4,163	4,073	3,753	3,662	3,773
California.....	114,714	124,580	132,231	122,680	110,320	102,426	106,375	98,761	92,154	91,326	92,851	107,091
Colorado ¹	12,000	15,200	14,400	13,400	14,400	10,900	10,200	10,700	10,200	11,000	11,400	12,900
Connecticut.....	23,135	23,289	23,773	23,423	23,815	24,504	23,891	23,023	22,704	21,723	21,449	22,321
Delaware.....	1,992	2,118	2,046	1,791	1,550	2,013	1,987	2,036	2,248	2,402	2,139	2,239
District of Columbia.....	2,496	2,512	2,626	2,446	2,353	2,232	1,675	1,489	1,437	1,414	1,433	1,530
Florida.....	8,252	7,904	7,895	7,825	8,049	9,395	9,175	9,164	9,041	8,743	8,647	8,491
Georgia.....	8,369	8,202	7,916	7,495	7,364	7,283	7,146	6,991	6,959	6,832	6,941	7,331
Idaho ¹	2,900	3,300	3,200	2,900	2,800	2,700	2,700	2,700	2,600	2,600	2,600	3,100
Illinois.....	193,606	195,503	199,631	185,690	173,777	167,169	163,467	164,601	164,278	165,374	167,701	175,377
Indiana.....	69,040	75,510	78,889	67,058	60,160	56,036	61,555	49,075	49,212	49,531	53,450	57,079
Iowa.....	40,520	41,533	39,762	34,039	28,738	27,497	26,471	26,148	25,272	24,607	26,441	30,537
Kansas.....	20,343	19,513	18,481	16,955	15,661	14,789	14,303	15,478	16,105	16,955	18,206	19,894
Kentucky ¹	6,900	6,500	5,900	5,700	5,700	6,000	5,900	5,800	5,300	5,200	6,400	6,300
Louisiana.....	7,485	7,152	7,127	7,213	7,217	7,333	7,232	7,326	7,398	7,623	7,823	8,182
Maine.....	14,610	14,910	14,805	14,332	12,636	11,538	10,550	9,550	9,981	10,239	11,053	12,779
Maryland.....	8,720	9,758	9,870	9,271	8,103	8,180	8,545	8,907	9,427	10,006	9,436	10,502
Massachusetts.....	88,077	85,010	83,779	78,046	72,600	71,334	68,731	66,515	64,119	60,584	62,221	66,318
Michigan.....	117,799	148,006	161,213	139,207	123,551	113,640	109,562	100,069	67,656	58,896	58,107	66,105
Minnesota.....	49,834	52,688	50,345	42,283	37,299	35,167	32,676	32,167	33,506	34,759	30,097	44,704
Mississippi.....	1,192	1,368	1,265	1,247	1,061	946	846	971	883	936	972	1,392
Missouri.....	58,437	57,943	55,694	45,514	42,631	41,414	36,496	31,379	30,634	31,249	32,167	35,593
Montana.....	6,854	7,890	8,891	7,448	5,904	7,382	7,001	5,081	4,965	4,907	5,376	6,270
Nebraska.....	11,184	11,025	9,635	7,745	6,818	6,351	5,897	6,554	7,124	7,308	8,065	9,610
Nevada.....	953	856	951	660	669	647	752	716	607	597	597	655
New Hampshire.....	10,735	10,264	9,779	9,402	8,775	8,713	8,220	7,941	8,104	7,900	8,063	8,731
New Jersey.....	81,483	85,353	87,991	*84,700	*76,500	*75,300	*76,600	*75,300	*72,800	*71,100	*70,500	*74,900
New Mexico.....	2,670	2,422	2,178	1,978	1,990	2,045	2,265	2,376	1,597	1,369	1,419	1,646
New York.....	309,652	322,648	319,297	305,084	289,821	278,505	273,467	273,646	274,670	266,582	274,701	287,824
North Carolina.....	7,458	7,735	7,099	6,693	6,854	6,083	6,185	6,095	5,422	4,825	4,918	6,111
North Dakota.....	10,466	9,573	8,939	7,859	6,299	6,472	4,837	4,521	4,054	4,504	5,503	5,860
Ohio.....	120,971	137,134	144,777	122,981	108,638	101,869	100,257	98,140	92,090	83,904	82,715	86,737
Oklahoma ¹	29,900	35,500	35,800	35,900	37,400	42,100	45,000	42,000	33,400	30,800	27,100	26,200
Oregon.....	14,627	14,222	13,959	12,999	11,154	9,584	9,160	9,205	8,991	10,072	12,532	14,123
Pennsylvania.....	231,085	238,487	218,767	217,238	218,467	228,045	231,243	232,991	243,867	241,681	231,525	236,937
Rhode Island ¹	12,900	12,000	11,700	10,900	11,000	11,300	11,000	10,700	10,600	9,600	8,800	9,600
South Carolina.....	1,444	1,768	1,874	1,941	2,212	3,348	3,757	2,964	2,832	2,771	2,746	2,811
South Dakota.....	7,212	6,894	6,290	6,364	4,695	4,177	3,970	3,975	4,364	4,085	4,782	5,165
Tennessee ¹	5,400	5,900	6,400	4,600	4,100	3,800	3,600	3,500	3,500	3,700	4,200	5,200
Texas.....	*14,000	13,800	13,970	13,020	13,190	12,740	11,820	12,550	12,100	12,500	12,800	14,250
Utah.....	5,247	5,480	5,184	3,733	3,301	3,074	3,081	3,113	3,023	2,946	3,062	3,535
Vermont.....	4,013	3,610	3,799	3,442	3,089	2,876	2,611	2,510	2,529	2,694	2,738	3,140
Virginia.....	16,599	16,877	17,089	16,438	16,087	15,725	15,376	15,101	9,023	8,675	8,905	9,444
Washington.....	48,740	52,017	48,730	24,823	19,231	17,507	16,163	15,920	16,254	16,273	19,274	25,762
West Virginia.....	22,624	23,688	24,078	21,763	23,985	24,763	20,843	21,556	22,142	21,937	21,664	22,185
Wisconsin.....	64,517	67,372	65,657	49,141	44,616	42,452	39,930	39,440	39,380	42,727	44,848	48,943
Wyoming.....	1,849	2,172	2,180	1,933	1,578	1,412	1,307	1,329	1,371	1,318	1,705	2,379

¹ Partly estimated.² Estimated.

Table 41.—General relief: Cases receiving assistance in the continental United States, by States and by months, 1939

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total ¹	1,772,000	1,844,000	1,851,000	1,724,000	1,644,000	1,568,000	1,539,000	1,583,000	1,670,000	1,633,000	1,565,000	1,567,000
Alabama.....	2,733	2,716	2,492	2,178	2,047	2,019	2,067	2,142	2,193	2,175	2,259	2,284
Arizona.....	3,734	3,560	2,936	2,810	2,924	2,888	2,902	2,951	2,808	2,773	2,723	2,788
Arkansas.....	3,875	3,869	3,790	3,839	3,915	3,866	3,833	3,859	3,809	3,750	3,777	3,500
California.....	124,444	138,342	141,837	137,156	127,596	123,127	123,569	124,017	132,043	134,523	138,980	149,103
Colorado.....	17,830	18,104	16,193	13,827	13,534	12,419	11,341	12,526	14,065	13,817	13,928	14,057
Connecticut.....	24,346	24,811	25,454	24,006	22,187	20,639	20,177	21,872	21,257	20,077	19,415	18,807
Delaware.....	2,484	2,693	2,478	2,081	1,801	1,452	1,411	1,470	1,653	1,711	1,589	1,645
District of Columbia.....	1,609	1,727	1,792	1,764	1,677	1,564	1,456	1,489	1,528	1,600	1,694	1,761
Florida.....	7,851	7,835	7,913	7,505	7,797	8,070	8,341	9,234	9,614	9,553	10,222	10,140
Georgia.....	7,328	7,081	6,893	6,451	6,273	5,933	6,036	6,257	6,125	6,176	6,358	6,551
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Idaho.....	23,400	23,300	22,800	22,500	22,200	22,100	1,916	1,893	1,875	1,854	1,960	2,138
Illinois.....	189,860	197,688	199,794	191,657	187,759	186,684	179,816	174,649	173,208	169,019	162,884	161,930
Indiana.....	63,864	65,093	60,881	53,819	49,035	45,933	44,728	47,475	56,550	55,913	52,622	49,168
Iowa.....	33,612	34,344	35,596	32,224	28,651	27,202	26,563	28,742	32,021	30,598	29,800	32,538
Kansas.....	22,398	23,512	22,806	20,381	19,398	18,633	17,962	18,998	23,378	23,668	25,170	28,231
Kentucky ²	6,400	5,400	5,600	5,300	4,700	5,100	5,000	5,400	5,100	5,700	5,500	4,900
Louisiana.....	8,285	8,344	8,303	8,044	7,891	7,829	7,822	7,792	7,990	8,028	8,075	8,883
Maine ²	12,838	12,748	12,816	12,431	11,280	10,131	9,122	8,782	9,008	9,185	9,898	11,650
Maryland.....	11,585	12,163	12,182	11,013	9,747	7,659	7,522	8,114	8,459	8,467	8,679	9,146
Massachusetts.....	72,165	72,034	73,882	69,294	64,925	63,117	62,797	66,203	70,326	68,153	68,452	68,018
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Michigan.....	77,405	84,553	86,304	79,291	70,696	61,874	53,869	56,944	64,546	67,653	67,311	68,600
Minnesota.....	48,043	49,779	50,812	45,817	40,769	37,787	35,141	36,033	38,952	40,315	39,638	41,759
Mississippi.....	1,223	1,111	977	998	1,014	1,013	920	997	1,081	986	1,125	1,551
Missouri.....	37,113	39,423	40,506	39,033	38,371	36,650	32,707	25,156	23,108	23,541	23,786	25,061
Montana.....	8,049	9,304	8,759	7,452	5,985	5,161	4,381	3,889	3,955	4,352	4,679	4,516
Nebraska.....	11,561	12,278	11,583	9,982	9,257	8,416	7,801	8,544	9,887	9,823	9,407	10,032
Nevada.....	691	634	711	631	540	550	792	732	710	706	760	798
New Hampshire.....	9,163	9,219	9,284	9,017	8,179	7,559	6,945	6,632	7,326	7,330	7,435	7,620
New Jersey ²	80,400	82,400	75,900	71,100	66,600	61,900	60,100	59,000	64,700	60,800	56,600	56,000
New Mexico.....	1,777	2,035	2,211	2,069	2,101	2,192	1,883	1,931	2,001	2,067	2,021	1,952
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New York.....	302,402	310,686	313,864	298,785	292,166	275,179	265,937	263,720	268,218	273,708	264,365	266,028
North Carolina.....	6,041	6,681	6,774	6,123	5,971	5,932	4,985	5,796	5,820	5,940	5,911	6,404
North Dakota.....	6,731	6,736	6,640	5,678	4,909	4,613	4,524	4,198	4,119	4,613	5,206	5,074
Ohio.....	96,686	106,045	101,574	89,957	89,033	89,968	95,536	110,968	119,761	111,638	100,271	94,161
Oklahoma ²	21,800	17,000	19,000	15,000	16,000	16,500	12,100	13,600	14,000	14,200	14,200	13,500
Oregon.....	13,843	13,883	13,756	12,127	10,342	8,775	7,973	7,993	7,831	8,831	10,300	11,248
Pennsylvania.....	290,672	272,728	281,708	273,989	272,322	264,153	279,548	300,355	319,065	287,872	244,731	224,626
Rhode Island ²	11,400	11,800	12,400	11,500	10,700	10,000	10,400	10,700	11,800	10,900	10,400	10,600
South Carolina.....	2,787	2,805	2,772	2,693	2,678	2,832	2,565	2,471	2,357	2,234	2,189	2,185
South Dakota.....	5,817	6,433	6,136	5,259	4,562	4,072	3,792	3,886	4,295	4,805	4,958	5,100
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Tennessee ²	5,200	5,400	5,500	5,400	4,800	4,000	3,900	4,300	4,300	4,200	4,400	4,300
Texas.....	15,700	15,975	16,300	14,975	15,009	13,529	12,538	12,437	12,141	12,129	12,563	13,327
Utah.....	4,153	4,862	5,265	5,085	5,011	5,020	5,157	5,721	6,717	6,595	5,850	6,778
Vermont.....	3,529	3,480	3,545	3,316	2,940	2,669	2,520	2,304	2,456	2,066	2,748	2,760
Virginia.....	9,694	10,057	10,292	9,800	9,072	8,208	8,224	8,053	8,157	8,157	8,157	8,285
Washington.....	31,682	34,187	33,368	17,337	12,020	12,660	13,956	16,642	17,690	17,967	20,353	23,707
West Virginia.....	22,355	22,714	21,451	19,646	17,721	14,137	11,000	10,780	10,728	10,956	10,773	12,228
Wisconsin.....	52,718	53,576	54,223	51,552	48,217	44,750	43,748	44,304	49,743	49,958	49,421	50,599
Wyoming.....	2,768	2,968	2,879	2,137	1,628	1,465	1,549	1,484	1,189	1,168	1,287	1,531

¹ Partly estimated.² Estimated.³ Not all cases receiving medical care only are included.⁴ Does not include cases receiving medical care only.

• VI •

FINANCIAL ASPECTS OF SOCIAL SECURITY



Factors in Estimating the Costs of Social Security

WHETHER a social insurance program is in the stage of initial planning or subject to somewhat detailed revision, estimates of future costs must be developed so as to indicate, however roughly, the long-range financial impact upon the country's economy. Both the limitations surrounding such estimates and the method of determining assumptions on which they are based should be clearly set forth, especially since one of the most important reasons for setting down prospective costs is to compare the relative financial strain apparently inherent in one set of benefit provisions as against an alternative set. This discussion of cost estimates will deal largely in a qualitative manner with the various cost factors relating to public assistance, old-age insurance, and unemployment compensation. In order to point up certain factors more clearly, a brief quantitative analysis is presented to show actual experience under the Social Security Act of 1935 against the illustrative cost estimates made by the Committee on Economic Security before the act was passed.¹

Nature of Cost Estimates

Individual life insurance is so arranged that definite maximum premiums are guaranteed over the lifetime of each individual's protection with, in the case of mutual or participating companies, the possibility of downward cost adjustment through dividend distribution. Premium rates are determined under the assumption that for each form of contract and for each age at entry the group insured will be large enough to warrant dependable estimates. An attempt is made, by selection of risks, to confine the insured group obtaining contracts within a year to lives believed to be free from undue medical impairment and also free from exposure to exceptional occupational hazard.

In social insurance, on the other hand, coverage is determined by provisions of the law, and within this field all employees are insured simultaneously without regard for individual characteristics

which make them good risks or bad. The coverage is subject to a considerable variety of choices within the province of the employee: for example, whether to retire from active employment and claim the old-age benefit at the minimum eligible age—65 years—or at some subsequent age. Other choices lie within the option of the government itself which may effect changes in benefit provisions or financial provisions when such modification is deemed to be in the public interest.

Various factors affect cost estimates in different ways within the early years of operation of the program, during years in the middle distance, and eventually more remotely distant years. Two general methods are applicable in estimating the costs of a social security program. Under the first, a fixed value is determined for each of many assumptions, with recognition of an increasing presumptive error in the resulting cost figures with the advance of time. The second method, which is somewhat superior in view of the relative unpredictability of many of the values involved, provides two series of assumptions, one of which may be considered as conservative and leading to relatively high prospective outlays; the other, an optimistic cost estimate, leading to relatively low outlays. The advantage of the second method of cost estimating lies in its greater realism. Frank recognition of a potentially wide range in anticipated costs helps to indicate that the figures are offered as a judgment of the net effect of many variable and changing factors, not as a prophecy. The customary practice in making cost estimates is to use a sort of straight-line interpolation which shows advancing costs without attempting to take into account in the cost curves the cyclical effect of booms and depressions, various rhythms in social policy and popular psychology of "work-mindedness" and a tendency to refrain from work, or any other of the minor fluctuations depending upon short-range changes.

Among the short-range factors, possibly the most difficult to evaluate is the preliminary lag in use of the program, the measurement of the delay in getting under way. This lag will clearly be

¹ See Bibliographic Notes, p. 244.

markedly affected by cyclical fluctuations and by the relative importance, to potential claimants, of seeking benefits or keeping their jobs. Estimates as to presumptive immediate outlay which do not carefully consider the forces resulting in postponement of claims may therefore show a wider relative difference between actual results and those indicated as expected than will develop in later years.

The focus of cost estimates shifts considerably under advance discussion of a pending program and under annual short-range estimates needed for congressional and other appropriations. In the former case the long-range view tends to ignore the impact of year-by-year costs. In the latter, the long-range cost is set aside, since it is not pertinent to the discussion of the current situation. In comparing the long-range advance estimates made under the direction of the Committee on Economic Security with actual costs in the early years of administration, it is necessary to keep in mind that actual costs at the beginning of a program will inevitably be lower than the corresponding figures of the long-range cost estimates to the extent to which the latter have not allowed specifically for lag.

The cyclical element of prosperity and depression might be taken into account in some quantitative fashion as a factor in estimates save for the historical evidence that cycles rarely occur in the way they have been plotted in advance. Cyclical variations may augment the lag situation, as is the case for old-age benefits during a period of prosperity when the eligible individuals postpone retirement or even return to work, and cease for a time to receive benefits, after once having terminated a normal working life. Periods of depression, on the other hand, are likely to effect retirement much more promptly, and even when an individual has retired and then returned to work, he is likely to lose his job in the depression period.

Three factors enter into the difficulty of estimating costs under any new social insurance program during the first years of operation: (a) lag on the part of the applicants in filing claims; (b) failure to file claims at all because of ignorance, negligence, or inertia on the part of the potential claimant or the smallness of the benefit in the initial period; and (c) unavoidable administrative delays, accentuated at the beginning of a program because of the need to establish proce-

dures and precedents and obtain authoritative interpretations of the legislation. Each of these three factors, in turn, may depend upon such unpredictable subsidiary factors as business conditions, public information, national psychology, and the like.

Since the lag cannot be closely foretold it is probably wiser to err on the side of too large rather than too small advance estimates of claims by neglecting this element. It is not safe, however, to assume that because costs under this lag are much lower than anticipated they can be expected to continue low. It is even possible that growing efficiency and prompter filing of claims for benefits will later telescope payments so that possibly the costs of benefits for a 14-month period will appear as charges within a 12-month future period. If persons who make actuarial cost estimates were asked to designate that portion of their long-range cost projections which they themselves believe to be most accurate, possibly they would pick the period following the initial 5 or 10 years of the system's operation when the initial delays had passed and before the accumulative effect of new factors could make itself felt.

Disbursement Estimates for Three Social Security Programs

In the three major programs established under the Social Security Act—public assistance, old-age insurance, and unemployment compensation—there are many differences in background which must be considered in deriving estimates of costs.

Public Assistance

Estimates of future costs of old-age assistance under which payments are limited to what are believed to be cases of need must include consideration of many social, political, economic, psychological, and demographic factors. While estimates commonly assume that the law will not be changed over the period observed, both legislators and expert advisers recognize the presumption in favor of change in the law. This assumption is omitted from the following list of the more important elements in cost estimates:

(1) Legislative and administrative factors—
(a) character of State laws, especially as to the determination of need and the amount of an in-

dividual's resources which may be ignored in determining need; (b) adequacy and frequency of investigations; (c) effects of old-age insurance, unemployment compensation, and any improvements in the facilities for health and medical care; and (d) availability of other types of public and private assistance.

(2) Population factors—(a) changes in mortality and morbidity rates, age by age; (b) the net effect of immigration and emigration; and (c) shifts in the age distribution of the population resulting from past changes in fertility, mortality, and net migration.

(3) Economic factors—(a) tax policy and taxing capacity of Federal, State, and local units, including a recognition of the existence of maximum tax and debt limits; (b) general business conditions; (c) social and national emergencies; and (d) the adequacy and continuity of private pensions and individual employer-induced thrift plans.

(4) Community attitudes and opportunities—(a) community attitudes toward older workers, toward the responsibility of relatives to provide support, and toward individual thrift; and (b) employment opportunities for the aged and their work capacity in connection with such opportunities.

The three items listed under population factors primarily affect estimates of the total aged population and seem to be the elements which involve the smallest range of relative error. Upon such a shifting foundation as that indicated by the other imponderable factors there must be developed some prediction as to the anticipated extent of dependency. In 1934, when the Committee on Economic Security estimated the costs of the social insurance and assistance programs, no exact quantitative measures of dependency were available for the country as a whole. The census of 1930 had shown such marked changes in the distribution of the population that projections for future years were open to question. European experience with the operation of similar programs could give only slight guidance for a country like the United States composed of 51 jurisdictions with varying political philosophy, industrialization, and urban-rural, age, and race distributions of the population. Moreover, the Committee's estimates were made in a period of marked business depression when no one could foresee with any

exactitude future trends in reemployment and wage rates. Many factors essential for deriving close estimates of future costs must be based on experience over a period of years in the operation of the program itself, and even these estimates are subject to correction and revision when significant new influences are brought to bear through changes in economic conditions or community attitudes.

The Committee developed two separate estimates of the costs of an old-age assistance program, giving slightly different weights to certain factors, and two additional estimates were made to take account of an old-age insurance program which, it was believed, would markedly affect the development of a residual old-age assistance program. If, within old-age insurance, there is a heavy movement into covered employment and also a heavy movement out of covered employment, there will be a large number of individuals who fail to qualify for old-age insurance benefits and another large number who qualify for only the minimum benefits.

The estimates of the Committee on Economic Security on costs of old-age assistance are particularly illustrative of many of the elements previously mentioned. Both series of estimates were made on a "year-of-operation" basis since it was impossible to determine exactly when payments would first be made because of uncertainty as to the time of enactment of Federal legislation and the exact time at which funds would become available. These figures, however, were presented on a fiscal-year basis.

The low estimate of the total amount of Federal grants for old-age assistance for the fiscal year 1936 took some account of administrative lag and resulted in a figure of \$72,200,000. The high estimate gave less recognition to the lag and is therefore more significant in respect to the later years. The act as passed in August 1935 authorized an appropriation of \$49,750,000 for the fiscal year 1936, but no funds were appropriated at that session of Congress. At the next session, in February 1936, an appropriation of \$24,660,000 was made available for the remainder of the fiscal year. Thus, the original authorization was only about 69 percent of the estimate and the actual appropriation was only 34 percent of the estimate. It is interesting to note that the actual disbursements for the months February-June 1936 closely approached the appropriation made for that period.

An analysis made on the basis of a complete year of operation, from February through January in successive years, shows that total obligations incurred for payments to recipients—including Federal, State, and local funds, but exclusive of any administrative expense—have fallen almost midway between the two estimates. For the fourth year of operation, running from February 1939 through January 1940, these actual obligations were about \$435 million, or 63 percent of the high estimate (\$688 million) and 132 percent of the low (\$329 million). For the years beginning February 1937 and February 1938, the corresponding figures were 82 percent and 127 percent and 74 percent and 137 percent, respectively.

An analysis of appropriations and actual expenditures in the first year of operation of the other two assistance programs shows the uncertainty of the administrative lag in respect to the number of State programs established and the speed with which they have expanded. The act as approved in August 1935 authorized an appropriation of \$24,750,000 for grants to States for aid to dependent children for the fiscal year ending June 30, 1936. The appropriation made in February 1936 for the remainder of the fiscal year was \$5,000,000, but the actual disbursements were only \$2,500,000. The appropriation originally authorized for aid to the blind was \$3,000,000, that made was \$2,000,000, and actual disbursements were only \$1,300,000. Since the States were slow in entering into these programs under the Social Security Act the amounts appropriated were too large.

Old-Age Insurance

Many of the factors applicable to old-age assistance are directly pertinent to old-age insurance, but for the latter some of these factors tend to be more influenced by statistical than by political and psychological forces, such as availability of other types of public or private aid and community attitudes and administrative procedures relative to government responsibility for the care of needy persons. Six relatively measurable elements involved in the prospective costs of the old-age insurance system are: (a) coverage and taxes or contributions; (b) mortality; (c) retirement rates and employment among the aged; (d) net migration and migration between covered and noncovered employment; (e) industrial ex-

pansion and technological development; and (f) operating expenses. Some recognition must be accorded also to certain more intangible factors, such as the relationship of the level of old-age assistance payments in various localities to the level of the old-age insurance benefits.²

The primary purpose of actuarial cost estimates for old-age insurance is to show the magnitude and incidence of the financial impact of the system upon the national economy. Estimates of the number of persons who pay taxes in a given year or the number possessing insured status are necessary from an administrative viewpoint but are only collateral to cost estimates. Because of the unpredictable factor of job turn-over, the Committee on Economic Security felt that it was too difficult to attempt to estimate the number of *different* individuals who would earn credited wages. In calculating the total taxable pay roll to be used as the tax and benefit bases for 1937, it was assumed that there would be in that year 25.3 million man-years of covered employment at an assumed average wage of \$1,100, i. e., the equivalent of that number of full-time jobs filled continuously throughout the year. This assumption was considered by some persons to mean a prediction of only 25.3 million different individuals who would receive taxable wages within the year. There was, therefore, some popular confusion when reports showed that, as of the end of 1937, some 36.7 million individuals had received account numbers and that some 32.0 million persons had received taxable wages. Subsequent studies have indicated that the estimate of 25.3 million man-years of covered employment in 1937 was, if anything, slightly too high rather than considerably too low. From a cost standpoint, however, this figure served its purpose well since, as will be seen in subsequent discussion, the actual tax receipts have been within 1 percent of the tax estimates based on this estimated total volume of covered employment.

Lag has been of marked importance in the development of the actual claims experience of the old-age insurance system. The original estimates for claims and benefit costs were prepared largely with the long-range costs in mind and for current costs incurred within a period rather than

² For an analysis of these factors, see Williamson, W. R., "Cost Factors in Old-Age Insurance," *Social Security Bulletin*, Vol. 1, No. 7 (July 1938), pp. 3-15.

for current cash disbursements within that period. It was recognized that the interim between the time individuals became eligible for benefits and that at which they filed claim for benefits, and also the period of time necessary to handle claims, could be better understood after the program had been in operation.

It was thus anticipated that the actual claims experience for the first year would be perceptibly lower than the estimates of current costs incurred. This difference would result not only from the administrative lag in the filing and adjudication of the claim, but also from the fact that many claims would not be filed at all because of the very small amounts payable. In 1937 the actual benefit payments were only about 22 percent of those set down for the first year in the cost estimate. For the next two years this ratio was approximately 55 percent. Subsequent studies have indicated that if the element of administrative lag were eliminated by allocating benefit payments to the year when the claimant became eligible rather than to the year when the claim was first certified for payment, the ratio of actual cost to expected cost was about 60 percent for each of the first 3 calendar years. The remaining 40 percent disparity can be accounted for partially by the claims which were never filed (either because they were too small or because the beneficiaries lacked knowledge of their rights) and partially by a normal margin of error which is to be anticipated in estimates of this type.

In 1940 a much more accurate and complete analysis of claims experience in the early years is possible than at the time of making the 1934 estimates. The 1937 wage data—while still not quite complete because of noncompliance errors in employer reporting and other factors—indicate rather closely how many persons became eligible in 1937 for lump-sum payments. There were about 89,300 persons with 1937 wage credits who were born in 1872 and must have attained age 65 in 1937 unless they died prior to their birthday. The estimate of such deaths before the sixty-fifth birthday is 1,700. The remainder, some 87,600 individuals, would have been eligible under the 1935 act to file claims for lump-sum payments at age 65. This number represents 71 percent of the estimate of the Committee on Economic Security—which was 123,000—a figure developed from certain crude age-distribution data of indus-

try and commerce as shown in the 1930 census. Apparently, in 1937, after several years of depression experience there were somewhat fewer persons aged at least 64 but less than 65 in covered employment than had been anticipated on the basis of data for the gainfully employed in the 1930 census.

In 1937 about 34,500 claims were filed for lump-sum payments at age 65; of these, 27,400 were certified within the year. It is estimated that some 40,000 additional claims were certified after 1937 for persons who attained age 65 in 1937. While, therefore, the claims filed in 1937 represented only about 28 percent of the original estimate of potential claimants, inclusion of delayed claims increases the ratio of actual claims certified to estimated claims to 55 percent. It was estimated that 191,300 claims for death payments would be filed in 1937 by survivors of covered workers who had died before they attained age 65; the total of such claims for the year, including those filed subsequently, was about 73,200 or 38 percent of the number estimated. These figures give certain quantitative confirmation of the possible range in total amounts of benefit payments. The administrators of a new program are anxious to obtain facts relative to the program and are disappointed when apparent facts seem too far out of line with advance estimates. Even now, however, claims for death occurring in 1937 may be filed. Thus even the 62-percent deviation between anticipated and actual claims for death payments may later be hammered down somewhat. It should also be recognized that these results have developed in connection with rather unimportant lump-sum benefits and that the new program of monthly benefits and the greater importance of the claim to the recipient will result in the filing of a much larger proportion of the incurred claims.

This analysis indicates quantitatively the great difficulty in making actuarial estimates for the early years of operation of a social insurance system; first, because of the natural lag in filing claims (of the workers who attained age 65 in 1937 and who received lump-sum payments, only 51 percent filed their claims in 1937); second, because of the newness of the program which resulted in the failure of many individuals to file at all (only 77 percent of those who attained age 65 in 1937 and had wage credits actually received lump-sum pay-

ment in or after 1937); third, because of the administrative lag normally necessary in adjudicating claims (only 79 percent of the claims filed in 1937 were certified in that year); and fourth, because of the inevitable errors arising in any estimates and especially in estimates based necessarily on rather remote census information (persons who attained age 65 in 1937 and had wage credits were 29 percent less in number than had been estimated).

Unemployment Compensation

The State unemployment compensation programs were much less subject to advance estimate than was the program of old-age benefits. While in 1940 unemployment compensation laws are in operation in every State, the Territories of Alaska and Hawaii, and the District of Columbia, the anticipated lag in the enactment of the necessary State laws was regarded as so difficult to appraise that no advance estimates of benefit payments in future years were published by the Committee on Economic Security.

In deriving estimates of the costs of an unemployment compensation system some quantitative weight must be assigned to each of the following factors which affect financial operations:

(1) Legislative and administrative factors—(a) coverage, involving number of individuals protected and their prospective wages; (b) prospective tax or contribution rates; (c) benefit provisions, including eligibility and waiting-period requirements and variable duration provisions as well as the maximum duration permitted under the law; (d) extent of claim and other lag within the administration of the program; (e) operating expenses, including in particular the especially important expenses of employment service; and (f) the existence of other provisions such as Federal work programs as alternative measures for relief of unemployment.

(2) Economic factors—(a) the influence of the business cycle; (b) industrial diversity within the State; (c) labor turn-over (accessions to employment and employment terminations); (d) interims of unemployment or noncovered employment between successive periods of covered employment and the number of such unemployment periods distributed among the employees, resulting from the migration of workers between employers, between covered and noncovered employment, and between covered employment and unemploy-

ment; and (e) the extent to which individuals within the family other than the customary wage earner enter the labor market because of business conditions and so augment the labor force.

(3) Employer practices—(a) hiring policies and work stabilization policies and (b) extent of work sharing—practices closely related to economic factors.

The Committee on Economic Security made certain estimates (which were not published in full) as to the presumptive relationships between covered employment and the unemployment properly assignable to the covered area, and between the wages of the compensable labor force and the presumptive benefits to covered workers. This analysis was carried through for the period of years beginning with 1922 and ending with 1933. The specific benefit provisions to be incorporated within any State law were as yet unknown. This study therefore was made on a Nation-wide basis and so was subject to considerable error in its applicability to a single State. Studies were completed showing the wide range in unemployment between States; variations in employment and unemployment by calendar years; the effect of excluding sickness or disability whether compensable under workmen's compensation or not; differences in rates of return to work; quantitative effects of disqualifications resulting from (a) discharge for cause, (b) voluntary leaving and reemployment, (c) labor disputes, and (d) limited duration of benefits; effect of varying waiting periods; effect of a requirement of actual work in at least 20 weeks in a calendar or benefit year (a requirement contemplated but now largely replaced by a minimum amount of earnings within the base period); distribution of spells of unemployment within the calendar or benefit year; extent of part-time, seasonal, and depressional unemployment as distinct from other unemployment.

The Committee's concern in 1934 was focused on estimating the probable coverage of a Nation-wide system, the probable amount available for benefits under varying contribution rates applied to covered pay rolls, and the duration of unemployment among the compensable labor force of the country. From census data on gainful workers, the censuses of unemployment, Bureau of Labor Statistics reports on industrial pay rolls and average wages, labor turn-over rates, and studies of the duration of unemployment in a few areas, there

were constructed estimates of the employed covered labor force in the United States from 1922 through 1933, the compensable wage loss from unemployment, and the amount available for benefits if 3, 4, or 5 percent of wages were collected as contributions for benefit purposes. The total compensable wage loss, distributed by duration of unemployment, was adjusted to take account of such special provisions in an assumed unemployment compensation program as eligibility requirements, disqualification provisions, special treatment of part-time unemployment, and the like.

The estimates prepared by the Committee on Economic Security made no attempt to forecast trends in benefit payments. Too many variables were dependent upon State action. Instead there were arrayed estimates for past experience under a hypothetical Nation-wide unemployment compensation system established in 1922 with benefits first payable in 1924. The Committee's estimates indicated 1929 as the year of greatest covered employment and least compensable unemployment during the 12-year period 1922-33. It was estimated that a total of 20.7 million man-years were represented by the employed gainful workers covered by the unemployment compensation system in 1929; the compensable wage loss in that year was estimated as \$850 million, representing approximately 1.2 million man-years of unemployment or less than 3 percent of the estimated covered pay roll of \$33 billion, and less than 6 percent of the aggregate man-years of covered employment. This compensable portion of wage loss was estimated on the assumption that benefits would be roughly 50 percent of wages—but not more than \$15 a week—without allowance for waiting period or limits to the duration of benefits. Pay-roll collections at 3 percent of wages were estimated as amounting to \$991 million in that year, or about \$48 per man-year of covered employment.

The estimates of the Committee on Economic Security did not assume that a man-year of employment represented the work of a single individual. It was recognized that many more than 20.7 million workers might be engaged for a portion of the year in carrying on the work of 20.7 million full-time jobs and that the 1929 experience would not justify a tax rate as low as 3 percent of pay rolls for benefits and administrative expenses in a compensation plan not limited by

waiting periods or maximum periods of benefit. The adjustments for such limitations were made not for any single year but for a long period of time. It was also recognized that one of the least dependable arbitrary decisions in selecting the bases for computation was that of allocating all unemployment to covered and noncovered services.

It is of interest to compare these outside estimates for 1929 with State reports for employment of covered workers, collections of contributions, and benefit payments in 1938. According to these reports, a total of 28 million workers were engaged at some time in 1938 in employments covered by the laws of the 51 jurisdictions; it has been estimated that this employment represented 19.8 million man-years of employment covered by these laws. This latter figure is comparable to the Committee's estimate of 20.7 million man-years of covered employment in the prosperous year 1929. The difference may be ascribed to factors such as the specific coverage provisions of the State laws and the variations between employment in 1929 and 1938.

Benefit payments in 1938 were made by only 31 jurisdictions which paid a total of nearly \$400 million in compensation for total and partial unemployment. The total assessable pay roll in 1929 was estimated as \$33 billion; reports for all 51 jurisdictions indicate a total of \$27.6 billion as the pay roll subject to contributions for unemployment compensation in 1938.

Figures presented by the Committee for compensable wage loss in 1929 cannot be compared with any data derived from actual experience in 1938. The nearly \$400 million paid in benefits for total and partial unemployment in that year represents disbursements by only 31 jurisdictions, whereas the wage loss for 1929 was computed for the country as a whole. Moreover, State differences in benefit formulas, eligibility requirements, benefit duration, and lack of information on many essential factors would invalidate any attempt to relate benefits paid to the wage loss incurred by workers. It is generally believed that the unemployment in 1938 was much more prevalent and of longer duration than in 1929. Estimates for 1929 assumed that the unemployment compensation program had been in operation for many years and that a large proportion of the unemployment in the covered labor force, in the absence of disqualifying

conditions, would be compensable. In 1938 workers had had only a relatively short time in which to establish benefit rights, hence many were not eligible for benefits; moreover, the disqualifications imposed by State law greatly reduced the amount of compensable unemployment.

From the studies and estimates of the Committee on Economic Security the recommendation was incorporated in the Social Security Act that contribution rates in behalf of benefit payments should reach at least 2.7 percent of taxable pay rolls by the third calendar year of the operation of the program (the first calendar year of benefit payments). It was believed that this rate would very likely provide the funds needed to finance the type of benefits which States would probably adopt and that it could maintain a long-range balance in all States except those with very limited diversification of industry. The long-range estimate that 2.7 percent of taxable pay rolls is the appropriate amount to finance benefits can be verified only after many years of experience on the basis of stable benefit schedules. It was not until July 1939 that benefits were payable in all 51 jurisdictions. The forces of lag, so apparent in connection with old-age benefit payments, are obviously present also in the operation of unemployment compensation. There is a further most important element of lag in the residual installments of benefit payment yet to be made to current claimants as a result of current periods of unemployment. Present information on the operation of unemployment compensation raises questions, in some States, concerning the adequacy of the benefits which may be financed by a level of contributions representing approximately 2.7 percent of pay rolls.

Estimates of Taxes

Tax estimates must take into account most of the factors which affect estimates of benefit outlay under the insurance program, since collections as well as benefits will vary widely with changes in coverage, rates of unemployment, and wage levels. Administrative factors must also be considered. The payment of taxes, in contrast to the filing of claims for benefits, is compulsory, and evasions are dealt with by the appropriate enforcement machinery. Moreover, the preponderance of total taxes is collected from a relatively small group of employers so that administrative

difficulties are less than those which arise in the case of benefit payments, which are made in small amounts to many individuals. For these various reasons it is believed that less adjustment is necessary in estimating new taxes on the basis of total existing tax payments than is necessary in estimating the extent of benefit payments for which no claim has been made.

The Social Security Act of 1935 provided two new Federal taxes. Title VIII, now the Federal Insurance Contributions Act, instituted a graded tax schedule starting at 2 percent for the period 1937-39 on almost identically the same wages as those for which benefit credit was to be given under the old-age insurance program. Title IX, now the Federal Unemployment Tax Act, provided for a tax at the rate of 1 percent for 1936, 2 percent for 1937, and 3 percent for 1938 and subsequent years, on a somewhat different base from that of title VIII. However, only 10 percent of the title-IX tax is payable to the Federal Government if contributions at least equal to the other 90 percent are paid into an approved State unemployment compensation fund.³ As in the case of previous estimates, those for the tax yield under these titles were prepared on an incurred basis, i. e., the amounts payable with respect to wages in each of the given calendar years rather than the cash amounts actually to be received by the Treasury during a given year.

Actual tax receipts under title VIII with respect to the calendar year 1937 were about 4 percent greater than the estimate of the Committee on Economic Security. For 1938 the actual receipts were 7 percent lower than the estimate, while for 1939 they were 3 percent higher. The total receipts for the 3-year period differed by less than 1 percent from the original estimate.

The estimates for title-IX taxes were made on the arbitrary "assumption" that no State would have an approved unemployment compensation law providing the 90-percent credit to employers. Since all States now have such laws the actual receipts are only about 10 percent of what they would have been under the "assumed" basis. The actual experience on this basis may be obtained only by estimating the "theoretic tax yield." This somewhat academic item is calculated from various

³ Under an approved experience rating program credit may be claimed by employers for the full 90 percent of the Federal tax even if contributions to the State fund are less than the full credit.

tax data giving some indication of taxable pay roll. Once the latter is known the "theoretic tax yield" may be readily obtained by applying the tax rate applicable in a given calendar year. The resulting "theoretic tax yields" under title IX for 1936 and for 1937 were about 20 percent higher than the estimate of the Committee on Economic Security, but for 1938 and 1939 only about 2 percent and 10 percent higher, respectively—an average difference for the 4-year period of about 10 percent.

Summary

For purposes of comparability, particularly to measure one type of benefit provision against another, definite values seem required for each of the basic factors in the costs of a social insurance or assistance program. These factors are variables, many of them interdependent and all dependent upon other factors. As a result estimates of prospective costs cannot be valid for any one year and only general cost concepts can be determined for longer periods.

The place of costs in social insurance is quite different from that in private individual insurance. The structure of individual insurance companies in the United States has been developed in such a way that bases for stabilizing many of the assumptions have been determined and are scrupulously followed by the insurance companies under the supervision of the State insurance departments. Both the insurance companies and the insurance

departments recognize fully the presumptively wide range in expected costs, even though definite cost figures are set down within the insurance companies' annual statements. For social insurance there has not been general understanding of the factors involved in estimates and particularly of the fact that ranges in prospective costs are essentially wider than in private insurance.

The foregoing discussion, therefore, has attempted to indicate why many of the basic factors taken into account in preparing cost estimates have been rather arbitrarily assumed, the more so since much information needed for estimates could be obtained only through actual operation of the system. In the social security program many of the administrative decisions which help to determine both coverage and costs are being made currently, and many are yet to be made. In a social insurance program, moreover, it is reasonable and historically sound to anticipate that there will be modifications of the program from time to time—such, for example, as that already effected in the 1939 amendments to the Social Security Act—to make it reflect more accurately the purposes originally conceived by the legislators, to adjust its provisions to social change, and to broaden its objectives as experience shows that such a development is feasible. For all these reasons, as well as the arbitrary nature of assumptions on which any actuarial estimates must be erected, such estimates must be considered as a guide to future action, not a prediction.

Financing Social Security Programs: Federal Operations, 1937-39

THE SOCIAL SECURITY ACT, in addition to establishing a Federal program for old-age benefits, authorizes Federal grants to States for administering unemployment compensation and for establishing or expanding programs for public assistance, maternal and child welfare, public health, and vocational rehabilitation. The measure also imposed two new Federal taxes, since incorporated in the Internal Revenue Code as the Federal Insurance Contributions Act and the Federal Unemployment Tax Act, and set up two new accounts in the Federal Treasury, the old-age reserve account and the unemployment trust fund.

The two insurance programs of the act—Federal old-age insurance and Federal-State unemployment compensation—are supplemented by two analogous programs administered by the Railroad Retirement Board for employees of interstate carriers. The Railroad Retirement Act established a Federal system of old-age insurance for railroad workers with limited provisions for disability and for survivors of insured workers, financed by contributions from carriers and their employees required under the Carriers Taxing Act; the Railroad Unemployment Insurance Act provides a Federal system of unemployment compensation financed by contributions from interstate carriers. These statutes for railroad workers specifically exempt carriers and their employees from the taxes and other insurance provisions of the Social Security Act. Under the Railroad Retirement Act a separate railroad retirement account is maintained in the Federal Treasury; the account for railroad unemployment insurance is maintained within the unemployment trust fund established under the Social Security Act for contributions collected by States under their unemployment compensation laws. A summary of the relationships of Federal receipts and expenditures for social insurance programs, Federal expenditures for public assistance and public health and maternal and child welfare under the Social Security Act, and all other Federal receipts and expenditures (table 1, p. 234) includes data for the insurance programs administered by the Railroad Retirement Board.

Receipts and Expenditures

Social insurance taxes accounted for 10.2 percent of total Federal receipts in 1937, 11.2 percent in 1938, and 14.3 percent in 1939. Federal collections of the excise tax on employers and the income tax on their employees imposed by title VIII of the Social Security Act (now the Federal Insurance Contributions Act) represented the major part of total social insurance receipts. Federal collections of the tax on employers of eight or more (formerly title IX of the Social Security Act and now the Federal Unemployment Tax Act) were a smaller part of the total, since employers credited, against as much as 90 percent of this tax, amounts which they had paid to States as contributions under State unemployment compensation laws approved by the Social Security Board. Until July 1, 1939, this Federal tax was also applicable to interstate carriers; the first taxes under the separate Railroad Unemployment Insurance Act were collected in the last quarter of 1939.

Federal expenditures as set forth in table 1, page 234, for the 3-year period 1937-39 include transfers to the old-age reserve and railroad retirement accounts and Treasury advances to the railroad unemployment insurance account, as well as disbursements for grants to States under the Social Security Act and for Federal administration of the insurance, assistance, and welfare programs under that act and related legislation. Expenditures for these programs constituted 10.4 percent of total Federal expenditures in 1937, 9.6 percent in 1938, and 11.0 in 1939. Transfers to the old-age reserve account represented the largest single item of expenditure for the social security program in each of these years. Grants to States for old-age assistance constituted the next largest single item, 2.0 percent of the total Federal expenditures in 1937, 2.3 percent in 1938, and 2.3 percent in 1939. Grants to States for administration of unemployment compensation programs have shown a steady increase in the 3 years with the increase in the number of jurisdictions paying unemployment benefits. These grants include payments to States for the expansion and adminis-

tration of public employment offices in connection with the unemployment compensation program, but do not include Federal grants under the Wagner-Peyser Act, which, with the transfer of the United States Employment Service to the Social Security Board as of July 1, 1939, is administered by the Board.

Investments held by the old-age reserve account, the railroad retirement account, and the unemployment trust fund have represented during these 3 years an increasing proportion of all outstanding Federal public debt. The old-age reserve account, which held only 0.4 percent of the total public debt at the end of the first quarter of 1937, accounted for 3.4 percent of the total at the end of the fourth quarter of 1939. Similarly, the unemployment trust fund now holds a relatively larger portion of the total debt. At the end of the first quarter of 1937 the investments of the fund accounted for 0.5 percent of the total public debt; at the end of the last quarter of 1939, for 3.6 percent. The old-age reserve account and the unemployment trust fund have, moreover, absorbed large portions of the increases in the interest-bearing public debt in the 3-year period. During 1937 these trust funds acquired 35.7 percent of that year's increase in the interest-bearing public debt; in 1938, 36.0 percent of the increase; and in 1939, 40.0 percent of the increase.

Federal, State, and Local Expenditures for Public Assistance

The foregoing discussion of expenditures for social security purposes takes no account of State and local funds used in Federal-State programs. Section IV should be consulted for data on contributions collected and benefits paid under State unemployment compensation laws, and section V for payments to recipients of public assistance from Federal, State, and local funds. Federal old-age and survivors insurance and the two insurance programs for railroad workers are wholly Federal in administration and in financial operations, and Federal grants to States for unemployment compensation administration cover State administrative costs of that program. The Federal funds cover only a part of the total expenditures for the social security programs. Federal grants to States under Federal-State programs are not certified until the Federal agency responsible for approval of State plans is assured that the

plans submitted and the operation of the State programs are in accord with the provisions of the Federal legislation which determine the conditions of Federal participation and the relation of Federal grants to funds made available by the State.

Payments to recipients of public assistance under the Social Security Act are made from Federal, State, and local funds. Expenditures for these assistance payments to individuals, excluding costs of administration, amounted to \$556.8 million in 1939. Federal funds accounted for \$243.2 million or 43.7 percent of the total, and State expenditures for \$239.1 million or 42.9 percent. Local governments provided \$74.5 million or 13.4 percent of aggregate assistance payments.¹

There are marked differences among the three programs in the proportions of total assistance costs supplied from Federal, State, and local funds, as shown in table 2, page 236. Federal funds represented 48.0 percent of total payments for old-age assistance and 43.3 percent for aid to the blind, but only 26.6 percent of the total expended for aid to dependent children. The smaller share of Federal funds for aid to dependent children reflected primarily the influence of the lower Federal matching ratio applicable to this program prior to January 1940—one-third, within limits specified by the Social Security Act, as compared with one-half for old-age assistance and aid to the blind.²

The Federal share of total payments is lower than the ratio of Federal participation authorized for each of the three programs because a substantial proportion of the States make some expenditures for assistance toward which Federal funds may not be used under the provisions of the Social Security Act. A number of States made some individual monthly payments which exceeded the maximum amounts in which the Federal Government was authorized to share. Although the Federal Government may contribute only toward money payments to recipients, many States expend funds also for various services to recipients, such as medical care, hospitalization, and burials, and for assistance in kind. Under a few State plans, moreover, the provisions concerning persons

¹ For further particulars on the division of financial responsibility among Federal, State, and local governments, see *Social Security Bulletin*, Vol. 3, No. 7 (July 1940), pp. 45-52, and references to public assistance financing in Bibliographic Notes, p. 250.

² Effective Jan. 1, 1940, Federal matching ratio for aid to dependent children was increased to one-half by amendment of Aug. 10, 1939, to the Social Security Act.

General Fund

Change in balance.....	+1,066.9	-80.2	+727.7	+306.2	+113.2	+110.6	+167.5	-924.4	+702.5	+105.0	-907.3	+306.0	-551.3	-660.5	+298.5
Public Debt (end of period)															
Total.....	37,279.3	34,728.2	36,424.6	36,875.1	37,279.3	39,427.2	37,556.3	37,164.7	38,392.7	39,427.2	41,942.5	39,985.2	40,439.5	40,857.7	41,942.5
Old-age reserve account.....	513.1	135.0	297.1	390.1	513.1	862.3	635.1	662.3	766.3	862.3	1,435.2	994.3	1,177.2	1,306.2	1,485.2
Railroad retirement account.....	59.0	-----	-----	20.0	50.0	75.7	80.0	66.2	71.2	75.7	1,707.2	77.2	1,475.0	1,577.2	1,777.2
Unemployment trust fund.....	624.7	187.2	312.3	457.9	624.7	1,064.0	743.7	872.0	956.0	1,774.0	1,507.0	1,155.0	1,267.0	1,363.0	1,500.0
All other.....	35,091.5	34,406.0	35,845.2	36,007.1	36,091.5	37,425.2	36,096.5	35,564.2	36,665.2	37,425.2	38,921.1	37,728.7	37,428.1	38,111.3	38,921.1

¹ Excludes public-debt retirement. Based on checks cashed and returned to the U. S. Treasury.

² Less than \$100,000.

³ Excludes grants to States under the Wagner-Peyser Act administered by Social Security Board after July 1, 1939, under reorganization plan. Wagner-Peyser grants included in "all other" expenditures of Federal Government.

⁴ Excludes expenditures of Federal Government for employment service administration to meet requirements of unemployment compensation program.

⁵ Advanced to railroad unemployment insurance account by Treasury pursuant to sec. 10 (d) of the Railroad Unemployment Insurance Act and repaid in January 1940.

⁶ Includes all trust accounts, increment resulting from reduction in weight of the gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

Source: Compiled from Daily Statement of the U. S. Treasury.

who may receive assistance are broader than the provisions of the Federal statute relating to persons for whose assistance Federal funds may be used.

Old-Age Reserve Account

Although the rate of old-age insurance contributions has been the same since title-VIII taxes were first collected in the first quarter of 1937, collections have varied with changes in coverage, in business activity, in administrative procedures during the period, and with the increasing effectiveness of collecting the contributions. The decline in the first quarter of 1938 was caused partly by the shift from a monthly to a quarterly collection period. Collections in 1939, based on the pay rolls of the last quarter of 1938 and the first three quarters of 1939, reflect the industrial rise in the third quarter of 1939. Contributions during the last quarter of 1939 reached a record high of \$153.1 million, reflecting not only the large pay rolls during the preceding quarter but also the retroactive taxes then payable with respect to wages of persons 65 years of age and over, as pro-

Table 2.—Expenditures for assistance to recipients of the special types of public assistance in States with plans approved by the Social Security Board, by program and by source of funds, 1939¹

Program	Total	Federal funds	State funds	Local funds
Amount (in thousands)				
Total	\$556,759.7	\$243,168.6	\$239,114.4	\$74,476.7
Old-age assistance.....	433,575.2	208,317.4	182,004.8	43,253.0
Aid to dependent children.....	110,744.7	29,463.8	52,557.3	28,723.7
Aid to the blind.....	12,439.8	5,387.5	4,552.3	2,500.0
Percentage distribution by program				
Total	100.0	100.0	100.0	100.0
Old-age assistance.....	77.9	85.7	76.1	58.1
Aid to dependent children.....	19.9	12.1	22.0	38.6
Aid to the blind.....	2.2	2.2	1.9	3.3
Percentage distribution by source of funds				
Total	100.0	43.7	42.9	13.4
Old-age assistance.....	100.0	48.0	42.0	10.0
Aid to dependent children.....	100.0	26.6	47.5	25.9
Aid to the blind.....	100.0	43.3	36.6	20.1

¹ Includes obligations incurred or disbursements for direct assistance to recipients, medical care, hospitalization, burials, and assistance in kind; excludes all costs of administering programs. Basis of computation differs from that used in table 1, p. 234, for Treasury checks issued for account of Federal grants to States and from that used in table 3, sec. V, p. 172, for obligations incurred from Federal, State, and local funds for payments to recipients.

Table 3.—Old-age insurance: Taxes collected under Federal Insurance Contributions Act, transfers from appropriation to old-age reserve account, interest received, benefits paid, and funds available for benefits, by quarters, 1937–1939¹

[In thousands]					
Year and quarter	Insurance contributions collected	Transfers from appropriation to account	Interest received	Benefits paid	Amount available for benefits ²
1937					
First quarter	\$48,508	\$135,100	—	\$0	\$135,100
Second quarter	145,838	129,900	\$2,262	27	267,173
Third quarter	151,907	124,000	—	254	390,981
Fourth quarter	146,561	125,000	—	736	515,245
1938					
First quarter	84,634	125,000	—	1,919	638,326
Second quarter	131,304	13,000	15,412	2,495	664,231
Third quarter	128,779	109,000	—	2,459	770,770
Fourth quarter	128,810	96,000	—	3,174	863,596
1939					
First quarter	133,292	137,000	—	3,720	996,875
Second quarter	139,477	161,000	26,951	4,538	1,180,236
Third quarter	141,761	134,000	—	3,405	1,310,831
Fourth quarter	153,076	134,000	—	2,500	1,442,329

¹ For data on the status of the old-age reserve account and collection of insurance contributions by months, see *Social Security Bulletin*.

² Represents investments and cash with disbursing officer at end of period. To the amount available for benefits at the beginning of each period there are currently added transfers from appropriation and interest on investments minus benefit payments. The amount available for benefits plus the unexpended appropriation balance accounts for total assets of the fund. Interest of less than \$100,000 (except interest of \$62,000 received in the second quarter of 1937 and transferred to the disbursing officer in the third quarter) is credited to the appropriation balance. Collections of improper payments similarly were credited to the appropriation balance in the following amounts: 1938, second quarter, \$159; third quarter, \$948; fourth quarter, \$516. 1939, first quarter, \$417; second quarter, \$795; third quarter, \$635; fourth quarter, \$1,461.

Source: Compiled from Daily Statement of the U. S. Treasury.

vided in the 1939 amendments to the Social Security Act.

From 1937 through 1939, monthly transfers were made to the old-age reserve account from the annual appropriation to the account (table 3 above). On December 31, 1939, the assets of the old-age reserve account, including \$282.1 million in the unexpended balance in the appropriation, amounted to \$1,724.4 million.³

Benefits paid from the old-age reserve account reached a high of \$4.5 million in the second quarter of 1939; thereafter, as a result of the changes in the original provisions for lump-sum payments, they declined. These payments, after August 10, 1939, represent almost wholly lump sums paid to

³ The assets of the account were transferred to the Federal old-age and survivors insurance trust fund on Jan. 1, 1940. The Board of Trustees decided for the remainder of the fiscal year 1939–40 to make quarterly transfers to the trust fund from the unexpended balance of the 1939–40 appropriation. The 1939 amendments provide that after June 30, 1940, there shall be a permanent and continuing congressional appropriation to the trust fund equivalent to 100 percent of taxes (including interest, penalties, and additions to taxes) received under the Federal Insurance Contributions Act and covered into the Treasury.

the estates of deceased workers. Under the 1939 amendments to the act, lump-sum payments to covered workers who attain the age of 65 were discontinued and the taxable wages of workers who might have been eligible for these lump-sum payments are counted, instead, toward eligibility for monthly benefits. The first check for payment of monthly benefits under the amended provisions was issued on February 1, 1940. Although no lump-sum payments at age 65 were certified after the enactment of the 1939 amendments, more than \$14 million represented lump-sum payments at age 65 and at death during 1939; \$10 million in 1938; and \$1 million in 1937, the first year of payments under the Federal old-age insurance program.

Funds available for benefits totaled \$1,442.3 million as of December 31, 1939. Of this amount, \$1,435.2 million represented 3-percent special Treasury notes; and \$7.1 million, cash with the disbursing officer.

Unemployment Trust Fund

Contributions collected under State unemployment compensation laws are deposited by the States in the Federal Treasury and held by the

Federal Government in the unemployment trust fund established by title IX of the Social Security Act. From the State accounts maintained in this fund, amounts are withdrawn by the States to meet benefit payments.

At the end of 1939, the fourth calendar year of operation of the unemployment trust fund, aggregate balances in the State accounts totaled \$1,500.0 million, an increase of \$427.7 million during 1939. Deposits to the credit of the railroad unemployment insurance account, established in the fund during the third quarter of 1939, totaled \$14.5 million by the end of the year. These deposits consist of 90 percent of the railroad unemployment insurance contributions collected by the Railroad Retirement Board; in addition, there was to the credit of the account at the end of the year \$0.6 million representing preliminary amounts transferred from State unemployment funds. A \$15-million Treasury advance was made available to the account during the year; this amount was repaid in January 1940. Net investments in 2½-percent certificates of indebtedness in the unemployment trust fund during 1939 amounted to \$445.0 million, bringing

Table 4.—Status of unemployment trust fund, by quarters, 1936–39

[In thousands]

Year and quarter	Total as- sets at end of period	Certifi- cates of in- debtedness acquired	Unex- pended balance at end of period	State accounts				Railroad unemployment insurance account			
				Deposits	Interest credited	With- drawals	Balance at end of period	Transfers from State accounts	Deposits	Benefit pay- ments	Balance at end of period
1936											
First quarter	\$6,500	\$6,500	\$0	\$6,500		\$0	\$6,500				
Second quarter	18,949	12,409	40	12,358	\$92	0	18,949				
Third quarter	34,087	15,109	69	15,188	(1)	50	34,087				
Fourth quarter	64,906	29,765	1,123	30,456	462	100	64,906				
1937											
First quarter	195,948	123,430	8,735	131,542		500	195,948				
Second quarter	312,389	125,082	94	114,516	2,275	350	312,389				
Third quarter	467,249	145,639	9,315	155,260		400	467,249				
Fourth quarter	637,585	166,777	12,874	165,340	5,846	850	637,585				
1938											
First quarter	750,061	118,954	6,396	188,160	57	75,740	750,061				
Second quarter	884,247	128,335	12,247	238,901	9,270	113,985	884,247				
Third quarter	957,739	78,000	7,739	202,192	30	128,730	957,739				
Fourth quarter	1,072,283	114,000	8,283	200,011	103	85,570	1,072,283				
1939											
First quarter	1,192,019	121,000	7,019	221,035	11,932	113,231	1,192,019				
Second quarter	1,280,539	82,000	13,539	188,013	14,771	114,264	1,280,539				
Third quarter	1,383,531	96,000	20,531	209,568	118	119,832	1,370,393	² \$344		\$2,205	¹ \$13,139
Fourth quarter	1,524,784	146,000	15,781	211,787	149	82,365	1,499,964	² 255	\$14,473	3,047	¹ 24,820

¹ Less than \$500.

² Certified by the Social Security Board to Secretary of the Treasury in behalf of State of Connecticut for payment into railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

³ \$15 million was advanced by the Treasury to railroad unemployment

insurance account in July 1939 pursuant to sec. 10 (d) of Railroad Unemployment Insurance Act, and was repaid in January 1940.

⁴ Interest on redeemed certificates, totaling less than \$500, credited to this account in the third and fourth quarters.

Source: Compiled from Daily Statement of the U. S. Treasury.

total investments to \$1,509.0 million. Assets of the fund as of December 31, 1939, totaled \$1,524.8 million, of which \$1,500.0 million is credited to the State accounts and \$24.8 million to the railroad unemployment insurance account.

The initial period of rapid increase in unemployment reserves during 1937 was succeeded by a period of slower growth as an increasing number of States began benefit payments. Aggregate balances in the State accounts increased by \$572.7 million in 1937, by \$434.7 million in 1938, and by \$427.7 million during 1939. Many different factors influence the annual changes in the balance of State accounts. These factors, in relation to receipts, include changes in the magnitude of taxable pay rolls, the schedule of tax rates provided under State laws, earnings on investments, and the timing of tax collections and deposits in the unemployment trust fund; and in relation to expenditures, the initial date of benefit payments under various State laws, the volume of compensable unemployment, and the timing of withdrawals from the State accounts. In addition, during 1938 balances in the State accounts were increased by refunds of 1936 Federal unemployment taxes amounting to \$40.6 million made to the 15

jurisdictions whose unemployment compensation laws had not been approved prior to 1937. The balances in 1939 and earlier years also include unemployment contributions received by States from railroad carriers, since no transfers from the State accounts to the railroad unemployment insurance account, authorized by the Railroad Unemployment Insurance Act approved June 25, 1938, had been effected as of the end of 1939.⁴

The size and timing of State withdrawals from the unemployment trust fund during any month are related to a number of factors in addition to anticipated benefit payments, such as the surplus of previous withdrawals over previous benefits, interest payments, and State practice. The payment of interest on funds deposited to the credit of the State accounts provides some inducement for the States to maintain as large balances in the trust fund as is possible. Thus withdrawals may be made in small amounts at frequent intervals in order to take advantage of interest payable; some States, however, withdraw relatively large sums in order to decrease the number of transactions.

⁴ Except that adjustments in accordance with sec. 13 of the Railroad Unemployment Insurance Act had been made in behalf of Connecticut (see table 4, p. 237).

• VII •

BIBLIOGRAPHIC NOTES

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Dyeing, and Pressing (C-45); Construction (C-46); Cotton Textile (C-54); Hotels and Restaurants (C-47); Job Foundries (C-48); Job Machine Shops (C-49); Laundry (C-50); Lumber and Lumber Products (C-51); Retail Trade (C-52).

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Unemployment Compensation (C-69); Seasonal Employment in Ohio Canning and Preserving Establishments, 1926-36 (C-94); Seasonal Workers and Unemployment Compensation in Great Britain, Germany, and Austria (C-55).

Simplification proposals.—Interim Report on Simplification of the Benefit Formula in State Unemployment Compensation Laws (C-79); Quantitative Analysis of Unemployment Compensation Simplification Proposals (C-91); Simplification of the Benefit Formula in State Unemployment Compensation Laws (C-35); State Statistical Analyses Relating to Unemployment Compensation Simplification (C-98).

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Staff training.—Training and the Training Supervisor (C-38); Training in Unemployment Compensation Administration—A Selected Bibliography for Supervisors (C-39); Training Through Job Analysis (C-40).

Amendments to Social Security Act and Board Recommendations

See under *General* in these notes.

Operating Statistics

Benefit payments and duration.—For monthly data on number and amount of benefit payments, by States, see *Soc. Sec. Bull.* and Annual Reports (A-9, 10, 11, 12); for fiscal-year totals, by States, for all benefit-paying jurisdictions, see Annual Reports (A-9, 10, 11, 12); for data on number of payments by amounts of checks, by States, January-June 1938, see Third Annual Report (A-11); for data on average benefit and percentage distribution of number of benefits by amount of benefit check, by States, April-June 1939, see Fourth Annual Report (A-12); for number of individuals receiving benefits during the week ended nearest the midmonth, and number of beneficiaries exhausting wage credits during the month, by States, see *Soc. Sec. Bull.* from Mar. 39; for January-June 1939 data on number of beneficiaries exhausting wage credits, by States and by months, see Fourth Annual Report (A-12).

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Characteristics of workers.—For characteristics of workers placed by public employment offices during the periods July-September and October-December 1939, see *Soc. Sec. Bull.*, Jan. and May 40; for characteristics of workers in the active files of employment service offices, see: Filling Nine Million Jobs (C-43); Survey of Employment Service Information (C-57, 58, 59); Twelve and a Half Million Registered for Work (C-60); Who Are the Job-Seekers? (C-61).

Claims.—For summaries of appealed claims and adjustments of contested claims, see *Soc. Sec. Bull.*, June, Oct. 38, and Feb., July 39; for summary of decisions of first appeal body, by issues involved, January-June 1938, 15 States, see Third Annual Report (A-11); for data for January-March 1939, 49 jurisdictions, see Fourth Annual Report (A-12); for digests of decisions, see the Benefit Series of the Unemployment Compensation Interpretation Service (A-8).

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For number of new claims authorized, by States and by months, see *Soc. Sec. Bull.* from Mar. 39; for number of initial claims (new claims and additional claims filed for subsequent spells of unemployment within the same benefit year) authorized for payment January-June 1938, by States and by months, see Third Annual Report (A-11); for number of new claims authorized for payment January-June 1939, by States and by months, and for data on allowances and disallowances on first determination January-June 1939, see Fourth Annual Report (A-12); for similar data by quarters for 1939, see *Soc. Sec. Bull.*, May, Dec. 39, and Feb. 40; for special analyses, see Principles Underlying Disqualification for Benefits in Unemployment Compensation (C-90).

For monthly tabular data on number of initial and continued out-of-State claims received as liable State, by States, see *Soc. Sec. Bull.* from Mar. 39; for number of out-of-State initial claims received by liable States from agent States, July-September 1939, see *Soc. Sec. Bull.*, Dec. 39; for number of out-of-State initial claims received as liable State and forwarded as agent State, October-December 1939, see *Soc. Sec. Bull.*, Mar. 40.

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Employment and Pay Rolls in State Unemployment Compensation Systems (C-74).

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Financing benefits.—For monthly data on State unemployment compensation funds available for benefits, cumulative collections and interest, and benefits charged, and for contributions deposited in State clearing accounts, by States, see *Soc. Sec. Bull.*; for data on State unemployment compensation funds available for benefits, collections and interest, and benefits charged, by States, as of June 1938 and for the fiscal year 1938-39, see Third and Fourth Annual Reports (A-11, 12); for tabular data on status of unemployment trust fund by fiscal years and as of end of the month, and for summaries of operations of the fund, see *Soc. Sec. Bull.*; for similar data as of June, September, and December 1936, see First Annual Report (A-9); for status of fund as of June and December 1936 and June 1937, see Second Annual Report (A-10); for 1936-37 and 1937-38 fiscal-year tabulations of amount of contributions deposited, interest credited, withdrawals, and balances, by States, see Third Annual Report (A-11); for similar data for 1938-39 and for balances in fund at end of fiscal years 1935-36, 1936-37, and 1937-38, see Fourth Annual Report (A-12); for dates of first deposit in and first withdrawal from unemployment trust fund, by States, see *Soc. Sec. Bull.*, Mar. 40.

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on opening and closing of relief cases in selected cities, see *Soc. Sec. Bull.* from Aug. 38.

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"Deciding Claims to Unemployment Benefits; An Outline of the British System," *Soc. Sec. Bull.*, July 38, pp. 16-22; "The New Zealand Social Security Act," *Soc. Sec. Bull.*, May 39, pp. 3-9; "The Roles of Unemployment Insurance and Unemployment Assistance in Great Britain," *Soc. Sec. Bull.*, Mar. 40, pp. 3-12; "Seasonal Workers and Unemployment Insurance in Great Britain, Germany, and Austria" (abstract of study of same title listed below), *Soc. Sec. Bull.*, Dec. 38, pp. 11-19; "Unemployment and Health Insurance in Great Britain, 1911-37" (abstract of study of same title listed below), *Soc. Sec. Bull.*, Aug. 38, pp. 23-26.

Abstract of Unemployment Insurance Legislation in European Countries (C-62); An Outline of Foreign Social Insurance and Assistance Laws (A-20); Seasonal Workers and Unemployment Insurance in Great Britain, Germany, and Austria (C-55); Social Insurance for Salaried Employees in Austria (A-29); Social Insurance in Europe and Social Security in the United States (A-30); Social Security in America (A-22); Unemployment and Health Insurance in Great Britain, 1911-1937 (A-23).

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For provisions of the Railroad Unemployment Insurance Act, see *Soc. Sec. Bull.*, Aug. 38, pp. 12-16; for tabular data, summaries, and analyses of operations under the act, see *Soc. Sec. Bull.* from Dec. 39; for introductory special article to this series, see *Soc. Sec. Bull.*, Oct. 39, pp. 19-26; for Social Security Board procedures relating to railroad program, see Procedures for Computing Amounts to Be Transferred . . . to the Railroad Unemployment Insurance Account . . . (C-31).

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of the Second National Conference of State Directors of Research and Statistics in Public Assistance Agencies (D-42); Report of Survey of Housing and Welfare (D-44); Report . . . to the Council of the American Academy of Ophthalmology and Otolaryngology (D-43); Review of the Program of the Division of Public Assistance Research and Plans for the Future (D-45); Social Case Histories of Public Assistance Agencies (D-47); Some Factors to be Considered in Developing Procedures for Fair Hearings (D-16); Standards for the Organization of the Research and Statistical Function and for the Selection of Statistical Personnel in State Public Assistance Agencies (D-18); Statistics for Administrators and the Public (D-54); Suggested Minimum Requirements for Sound Administration (D-19); Suggestive Definitions for Use in State Public Assistance Plans (D-21); Suggestive Sources of Investigation (D-22); Talking Book Service for the Blind (D-56); West Virginia Central Clearance Index (D-26).

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Staff qualifications and training.—Division of Technical Training Reports, 1938 and 1939 (D-36); Functions of a Consultant on Staff Development in Public Assistance (D-4); The Medical Social Worker in the Social Security Program (D-8); Principles Underlying a Staff Development Program for a Public Assistance Agency (D-41); Selective Reading List . . . (D-46); Standards for the Organization of the Research and Statistical Function and for the Selection of Statistical Personnel in State Public Assistance Agencies (D-18); Suggestions Relating to the Requirements and Selection of Personnel for the Use of State Agencies Administering or Supervising Assistance Under the Social Security Act . . . (D-20); Use of Federal Administrative Funds for Paying Salaries to State Staff Members on Educational Leave in Schools of Social Work (D-24); . . . Staff Evaluations in a Staff Development Program (D-25).

Operating Statistics—Special Types of Public Assistance

Applications and case loads.—For data on applications for the special types of public assistance in States adminis-

tering Federal funds, February-June 1936 and the fiscal years 1936-37 and 1937-38, and applications pending as of the end of the fiscal year, see First (A-9), Second (A-10), and Third (A-11) Annual Reports. For applications pending as of June 1939, see Fourth Annual Report (A-12). For special analyses, see "Applications for Public Assistance Under the Social Security Act—1937," *Soc. Sec. Bull.*, Apr. 38, pp. 28-32; "Case Turn-Over in Public Assistance Under the Social Security Act," *Soc. Sec. Bull.*, Aug. 38, pp. 50-56; ". . . in the Special Types of Public Assistance," *Soc. Sec. Bull.*, May 39, pp. 57-58.

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For special analyses and compilations, see: "Almshouse Care and the Old-Age Assistance Program," *Soc. Sec. Bull.*, Mar. 38, pp. 42-43; "Amount Expended for Public and Private Assistance and for Earnings of Persons Employed on Projects Operated by the Works Progress Administration and Amount Expended per Inhabitant, by Urban Areas, 1938," *Soc. Sec. Bull.*, Mar. 39, pp. 56-57; "Analysis of Grants to 586,000 Recipients of Old-Age Assistance," *Soc. Sec. Bull.*, Nov. 38, pp. 12-19; "Contrast of Old-Age Assistance Payments in Urban and Rural Areas," *Public Assistance (A-7)* for December 1937, pp. 5-6; "Expenditures per Inhabitant for the Special Types of Public Assistance and General Relief in 1939," *Soc. Sec. Bull.*, May 40, pp. 35-37; "The Incidence of Aid to the Blind in Four New England States," *Soc. Sec. Bull.*, Sept. 38, pp. 16-19; "The Influence of Federal and State Maximums on Grants Approved for Aid to Dependent Children in 1937-38," *Soc. Sec. Bull.*, Aug. 39, pp. 7-14; "Payments per Inhabitant for the Special Types of Public Assistance and General Relief, Fiscal Year Ended June 30, 1939," *Soc. Sec. Bull.*, Aug. 39, pp. 44-45; ". . . in 1938," *Soc. Sec. Bull.*, Feb. 39, pp. 59-60; "Public Aid for the Care of Dependent Children in Their Own Homes, 1932-38," *Soc. Sec. Bull.*, Apr. 39, pp. 24-35; "Public Aid in the United States Since 1933," *Soc. Sec. Bull.*, Apr. 39, pp. 45-52; "Public and Private Aid in 116 Urban Areas, Calendar Year 1939," *Soc. Sec. Bull.*, Apr. 40, pp. 59-61; "Public Assistance and Earnings Under Federal Work Programs in the United States, 1933-39," *Soc. Sec. Bull.*, Feb. 40, pp. 49-56; "Relief in 116 Urban Areas: Total and Amount per Inhabitant from Public Funds for Specified Types of Assistance and from Private Funds, 1937," *Soc. Sec. Bull.*, Sept. 38, pp. 49-50; ". . . Total and Per

Capita Amount from Public Funds for Specified Types of Assistance and from Private Funds, 1936," *Soc. Sec. Bull.*, Apr. 38, pp. 52-53; "Relief Trends in Cambridge, Massachusetts, 1929-37," *Soc. Sec. Bull.*, Aug. 38, pp. 17-22; "Special Types of Public Assistance, 1933-39," *Soc. Sec. Bull.*, Nov. 39, pp. 35-38; "Variations in Payments to Recipients of Old-Age Assistance," *Public Assistance (A-7)* for October 1937, pp. 3-4; Public and Private Aid in 116 Urban Areas, 1929-38, With Supplement for 1939 (D-30).

Characteristics of recipients.—For data pertaining to all three special types of public assistance, see, for tabular summaries, fiscal year 1936-37, Second Annual Report (A-10); for 1937-38, Social Data on Recipients of Public Assistance Accepted . . . (D-48); for 1938-39, . . . (D-49). For analytical summaries, see Second (A-10) and Fourth Annual Report (A-12).

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Relationship to unemployment compensation.—"The Effect of Unemployment Benefits on 2,500 Relief Cases in Philadelphia," *Soc. Sec. Bull.*, Mar. 38, pp. 41-42 (for effect of unemployment benefits on opening and closing of relief cases, see section of *Soc. Sec. Bull.* from July 38 which presents data for selected large cities); "The Relationship Between Unemployment Compensation and Relief From a National Point of View," *Soc. Sec. Bull.*, June 38, pp. 7-13.

Operating Statistics—Federal Work Programs (CCC, NYA, WPA, Other Federal Work Projects)

Number of persons employed and earnings.—See *Soc. Sec. Bull.* for monthly or summary data; for monthly data, 1933-39, see Trends in Public Assistance, 1933-39 (D-32); for monthly summary data on public assistance and Federal work programs, see monthly press release, "Payments for Public Assistance and Earnings Under Federal Work Programs." For data relating to 116 urban areas, see *Soc. Sec. Bull.*; for data on rural and town areas, see *Soc. Sec. Bull.* through Mar. 39 and for June, Sept. 39. For special analyses and compilations see: "Amount Expended for Public and Private Assistance and for Earnings of Persons Employed on Projects Operated by the Works Progress Administration, and Amount Expended per Inhabitant, by Urban Areas, 1938," *Soc. Sec. Bull.*, Mar. 39, pp. 56-57; "Public and Private Aid in 116 Urban Areas, Calendar Year 1939," *Soc. Sec. Bull.*, Apr. 40, pp. 59-61; "Public Assistance and Earnings Under Federal Work Programs in the United States, 1933-39," *Soc. Sec. Bull.*, Feb. 40, pp. 49-56; "Public Relief in the Continental United States, 1933-38," *Soc. Sec. Bull.*, Feb. 39, pp. 47-56; "Relief in 116 Urban Areas: Total and Amount per Inhabitant from Public Funds for Specified Types of Assistance and from Private Funds, 1937," *Soc. Sec. Bull.*, Sept. 38, pp. 49-50; ". . . Total and Per Capita Amount from Public Funds for Specified Types of Assistance and From Private Funds, 1936," *Soc. Sec. Bull.*, Apr. 38, pp. 52-53; "Relief Trends in Cambridge, Massachusetts, 1929-37," *Soc. Sec. Bull.*, Aug. 38, pp. 17-22; "Statistics by States, 1938 and 1939," *Soc. Sec. Bull.*, Mar. 40, pp. 65-67; Public and Private Aid in 116 Urban Areas, 1929-38, With Supplement for 1939 (D-30).

Financing

For grants to States for social security programs, expenditures under the Social Security Act, total and social security expenditures, see Public Assistance Grants-in-Aid for Assistance and Administration for the fiscal years 1936-40 (A-8) and monthly or summary data in *Soc. Sec. Bull.*; for fiscal-year summaries, see Annual Reports

(A-9, 10, 11, 12). For special analyses, see: "Amounts Expended from [State] Old-Age Assistance Funds for Burial of Recipients of Old-Age Assistance, by States, Fiscal Year Ended June 30, 1939," *Soc. Sec. Bull.*, Aug. 39, p. 49; "Distribution of Public-Assistance Funds Within States," *Soc. Sec. Bull.*, Dec. 39, pp. 23-28; "Earmarking Tax Funds for Welfare Purposes," *Soc. Sec. Bull.*, Jan. 40, pp. 10-20; "The Financial Participation of the Federal Government in State Welfare Programs," *Soc. Sec. Bull.*, Jan. 40, pp. 21-33; "General Relief From Public Funds," *Soc. Sec. Bull.*, June 38, pp. 57-64; "Sources of Funds," *Public Assistance (A-7)* for September 1937, pp. 25-26, and for December 1937, pp. 7-8; ". . . Disbursed for Public Assistance During the Fiscal Year 1937-38," *Soc. Sec. Bull.*, Nov. 38, pp. 58-62; ". . . Disbursed for the Special Types of Public Assistance in 1938," *Soc. Sec. Bull.*, Sept. 39, pp. 61-67; ". . . Disbursed for the Special Types of Public Assistance and General Relief in 1938-39," *Soc. Sec. Bull.*, Jan. 40, pp. 65-72; "State and Local Financing of Special Types of Public Assistance, 1933-37," *Public Assistance (A-7)* for November 1937, pp. 3-5.

Foreign Systems

"The New Zealand Social Security Act," *Soc. Sec. Bull.*, May 39, pp. 3-9; "The Roles of Unemployment Insurance and Unemployment Assistance in Great Britain," *Soc. Sec. Bull.*, Mar. 40, pp. 3-12; Old Age in Sweden: A Program of Social Security (A-19); An Outline of Foreign Social Insurance and Assistance Laws (A-20); Social Security in America (A-22).

Laws and Plans

For provisions of State laws and plans prior to passage of Social Security Act, see: Social Security in America (A-22). For provisions of and data relating to State laws and plans subsequent to passage of Social Security Act, see: "Administration of Aid to Dependent Children and Mothers' Aid in December 1937," *Soc. Sec. Bull.*, Dec. 38, pp. 19-26; "The Law and Administrative Practice as Barriers to Mobility of Population," *Soc. Sec. Bull.*, Oct. 39, pp. 3-10; Annual Reports (A-9, 10, 11, 12); Characteristics of State Plans for Old-Age Assistance Approved by the Federal Social Security Board (D-29); . . . for Aid to the Blind (D-27); . . . for Aid to Dependent Children (D-28); Manual of State Public Assistance Legislation (D-7); State Public Assistance Plans and Amendments Approved by the Social Security Board as of Apr. 30, 1940 (D-53); Summary of Developments in State Legislation . . . July 1, 1938-June 30, 1939 (D-55).

Publications

For lists of general publications in the field of public assistance, see monthly issues of *Soc. Sec. Bull.* and Selective Reading List on Public Welfare and Social Work Topics (D-46); for lists of State statistical bulletins, surveys, and reports, see *Soc. Sec. Bull.*, June, Aug. 38, and Jan., July 39; for a list of studies undertaken by State agencies, see Special Studies in the Field of Public Welfare (D-51, 52).

• VIII •

PUBLICATIONS

Publications of the Social Security Board

Publications with prices listed are on sale by the Superintendent of Documents, United States Government Printing Office, Washington, D. C.; all purchase orders, accompanied by remittance, should be addressed directly to that office. Publications now in preparation, with their prices, will be announced in the *Social Security Bulletin* and in the *Monthly Catalog* issued by the Superintendent of Documents.

Unless otherwise indicated,¹ a limited supply of the publications listed is available without charge to official agencies directly concerned with administration of the social security program.

Informational circulars listed are generally available on request to Publications Distribution Section, Office of the Executive Director, Social Security Board, Washington, D. C.

Requests for reprints from the *Social Security Bulletin* should be addressed to the Bureau of Research and Statistics, Social Security Board, Washington, D. C.

GENERAL²

Periodicals (excluding press releases and processed statistical releases)

- A-1. *Social Security Bulletin*. Monthly. Beginning with Vol. 1, Nos. 1-3 (March 1938). Subscription price: \$2 a year in the United States, Canada, and Mexico; in other countries, \$3.75 a year. Single copies, 20 cents.
- †A-2. *Selected Current Statistics*. Bureau of Research and Statistics. Predecessor of the *Social Security Bulletin*. Monthly from August 1936 to September 1937. Continued as *Social Security Bulletin* from October 1937 to February 1938. Processed.
- A-3. *Unemployment Compensation Interpretation Service—The Benefit Series*. Bureau of Employment Security. Monthly, with semiannual index. Subscription price, \$5 a year; single copies, 50 cents. (Vol. 1, \$1; vol. 2, \$2.)
- §A-4. *Unemployment Compensation Interpretation Service—The Federal Series*. Bureau of Employment Security. Monthly.
- §A-5. *Unemployment Compensation Interpretation Service—The State Series*. Bureau of Employment Security. Quarterly. Consolidated with A-3 beginning January 1941.
- A-6. *Employment Security Review*. (Until January 1940- *Employment Service News*.) Bureau of Employment Security. Monthly. Subscription price, \$1 a year; single copies, 10 cents. Issues up to and including Vol. 6, No. 7 (July 1939) published by U. S. Employment Service, Department of Labor.
- †A-7. *Public Assistance*. Preprint, monthly, of section of the *Social Security Bulletin*, including "Statistics for Urban Areas." Continues monthly statistical releases, *Public Assistance Statistics for the United States*, printed for

months September-December 1937, processed for February 1936-August 1937; and "Relief in Urban Areas," reported in statistical releases, printed for June 1937-November 1938, processed for January-May 1937 (see also D-30). Also continued monthly statistical releases, "Relief in Rural and Town Areas," printed for August 1937-December 1938, processed for June-July 1937; discontinued with data for June 1939.

- A-8. *Public Assistance Grants-in-Aid for Assistance and Administration* (as approved by the Social Security Board). Bureau of Public Assistance. Quarterly. Beginning Feb. 1, 1936.

Annual Reports

- *A-9. *First Annual Report of the Social Security Board*. 1937. 131 pp.
- A-10. *Second Annual Report of the Social Security Board*. 1937. 205 pp. 30 cents.
- A-11. *Third Annual Report of the Social Security Board*. 1938. 249 pp. 30 cents.
- A-12. *Fourth Annual Report of the Social Security Board*. 1939. 309 pp. 40 cents.

Manuals and Draft Proposals

- §A-13. *Draft Rule for a Merit System of Personnel Administration in State Public Assistance and State Employment Security Agencies*. Office of the Executive Director. November 1939. 16 pp. Processed.
- §A-14. *Merit System Administration Manual*. Office of the Executive Director. 1938 and 1939. 307 pp. Processed.
- A-15. *Standards for a Merit System of Personnel Administration in State Employment Security and State Public Assistance Agencies*. Office of the Executive Director. November 1939. 4 pp. Processed.

Technical Reports and Compilations—Printed

- A-16. *Cash Benefits Under Voluntary Disability Insurance in the United States*, by Elizabeth L. Otey. Bureau of Research and Statistics. In press.

¹ Exceptions are noted by the following symbols:

* Out of print; may be consulted in depository libraries.

† Out of print.

‡ Limited supply available for distribution on request to Bureau named in citation.

§ Distributed only to official agencies collaborating in administration.

² This category includes publications dealing with general aspects of social security or with 2 or more programs under the Social Security Act.

- A-17. *Compilation of the Social Security Laws; Including the Social Security Act Amendments of 1939 and Other Enactments of the 76th Congress, 1st Session.* 1939. 92 pp. 10 cents.
- A-18. *Final Report of the Advisory Council on Social Security, December 10, 1938.* 1939. 54 pp. 5 cents.
- A-19. *Old Age in Sweden: A Program of Social Security,* by Helen Fisher Hohman. 1940. 305 pp. 35 cents.
- A-20. *An Outline of Foreign Social Insurance and Assistance Laws.* Tabular summaries. Bureau of Research and Statistics. In press.
- †A-21. *Proposed Changes in the Social Security Act.* January 1939. (Included in E-13, p. 263.)
- *A-22. *Social Security in America; the Factual Background of the Social Security Act as Summarized From Staff Reports to the Committee on Economic Security.* 1937. 592 pp. With index.
- A-23. *Unemployment and Health Insurance in Great Britain, 1911-1937,* by Marianne Sakmann. Bureau of Research and Statistics. 1938. 44 pp. 10 cents.

Technical Reports and Compilations—Processed

- A-24. *A Comparison of Dependent and Productive Groups in Various Populations,* by Robert J. Myers. Office of the Actuary. January 1938. 19 pp.
- §A-25. *Economic and Fiscal Summary for Pennsylvania,* by Daniel S. Gerig, Jr. Bureau of Research and Statistics. March 1940. 64 pp.
- †A-26. *The Fiscal Capacity of the States: A Source Book,* by Paul H. Wueller and others. Bureau of Research and Statistics. April 1938. 201 pp.
- §A-27. *Incidence and Effects of the Pay-Roll Tax,* by H. P. Mulford. Bureau of Research and Statistics. October 1936. 71 pp.
- †A-28. *Medical Care, Health Insurance and Related Topics—A Selected Bibliography.* Bureau of Research and Statistics. September 1938. 2 pp.
- †A-29. *Social Insurance for Salaried Employees in Austria,* by Marianne Sakmann. Bureau of Research and Statistics. 1937. 25 pp.
- †A-30. *Social Insurance in Europe and Social Security in the United States: A Comparative Analysis,* by Karl Pribram. Bureau of Research and Statistics. April 1937. 37 pp.
- †A-31. *Tips in Relation to Wages Under the Social Security Program,* by Rae Needleman. Bureau of Research and Statistics. 1938. 44 pp.
- †A-32. *Work and Wages at the Amoskeag Manufacturing Company Mills, 1927-35.* Bureau of Research and Statistics. 1937. 13 pp.
- †A-33. *Principal Provisions of Foreign Compulsory Contributory Insurance Laws Covering the Risks of Old Age, Invalidity, and Death,* by Marianne Sakmann. Bureau of Research and Statistics. July 1938. 12 pp.

- §A-34. *Suggestive Statement of Principles Underlying the Determination of Eligibility for Medical Care.* Bureau of Public Assistance. December 1939. 5 pp.

Informational Circulars

- A-35. *A Brief Reading List on the Social Security Act, Including References on the Amendments of 1939.* Informational Service. 1939. 12 pp. 5 cents.
- A-36. *Outline of Employer's Duties Under the Social Security Act and the Internal Revenue Code as Amended August 1939.* Informational Service. December 1939. 4 pp.
- A-37. *100 Questions and Answers on the New Social Security Program.* Informational Service. 1939. 24 pp.
- A-38. *Security for Children—Two Plans Under the Social Security Act.* Informational Service. 1940. 6 pp. In press.
- A-39. *Three Years' Progress Toward Social Security.* Informational Service. August 1938. 16 pp.
- A-40. *Two Plans for Old-Age Security.* Informational Service. 1940. 6 pp.
- A-41. *What Is Social Security—A Brief Explanation of the Social Security Act.* Informational Service. Rev. 1940.
- A-42. *Why Social Security?* by Mary Ross. Informational Service. 1938. 32 pp. With illustrations by Hendrik Willem Van Loon.

Reprints From Social Security Bulletin

- A-43. *Cash Benefits Under Voluntary Disability Insurance,* by Elizabeth L. Otey. Vol. 2, No. 2 (February 1939), pp. 27-33.
- A-44. *Children and Income in Urban Single-Family Households,* by Barkev S. Sanders. Vol. 2, No. 11 (November 1939), pp. 29-36.
- A-45. *Children in Urban and Rural Families,* by Barkev S. Sanders and Doris Carlton. Vol. 2, No. 10 (October 1939), pp. 36-46.
- A-46. *Costs and Benefits Under Prepayment Medical-Service Plans,* by Louis S. Reed. Vol. 3, No. 3 (March 1940), pp. 13-26.
- A-47. *Economic Status of the Aged,* by Marjorie Shearon. Vol. 1, Nos. 1-3 (March 1938), pp. 5-16.
- A-48. *The Economic Status of Urban Families and Children,* by I. S. Falk and Barkev S. Sanders. Pt. II. Vol. 2, No. 5 (May 1939), pp. 25-34.
- A-49. *Family Composition in the United States,* by Barkev S. Sanders. Pt. I. Vol. 2, No. 4 (April 1939), pp. 9-13.
- A-50. *Gainful Workers and Income in Urban Single-Family Households,* by Barkev S. Sanders. Vol. 2, No. 12 (December 1939), pp. 29-36.
- A-51. *Income of Urban Families and Individuals in Single-Family Households,* by Barkev S. Sanders and Anne G. Kantor. Vol. 2, No. 9 (September 1939), pp. 25-36.

- A-52. *A Review of State Legislation Relating to Medical Services and to Cash Payments for Disability, Proposed During 1939*, by Marjorie Shearon. Vol. 3, No. 1 (January 1940), pp. 34-51.

OLD-AGE AND SURVIVORS INSURANCE

Regulations

- B-1. *Regulation No. 1—Disclosure of Official Records and Information*. 1939. 4 pp. 5 cents.
- B-2. *Regulations No. 3 (part 403, title 20, Code of Federal Regulations, 1940 Supp.)*; *Federal Old-Age and Survivors Insurance Under Title II of the Social Security Act as Amended Effective January 1, 1940*. 116 pp. 15 cents.
- B-3. *Regulations No. 3 (as amended): A Supplement to Subpart G—Procedures, Determination of Claims, Hearing, and Representation of Parties (part 403, title 20, Code of Federal Regulations, 1940 Supplement)*; *Federal Old-Age and Survivors Insurance Under Title II of the Social Security Act as Amended Effective January 1, 1940*. In press.
- B-4. *Social Security Board Regulations No. 2 (as amended)*; *Federal Old-Age Benefits Under Title II of the Social Security Act*. 31 pp. 10 cents.

Technical Reports and Compilations— Processed

- †B-5. *Actuarial Cost Estimates for Suggested Plan (as compared to those for present title II)*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1939. 11 pp.
- †B-6. *The Aged Population and Social Security*. Bureau of Research and Statistics. October 1937. 93 pp.
- †B-7. *An Analysis of Benefits and the Progress of the Old-Age Reserve Account Under Title II of the Social Security Act*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. June 1938. 59 pp.
- †B-8. *An Analysis of the Costs of Duplicating the Benefits Under Title II by the Use of Insurance Company Contracts*, by Robert J. Myers. Office of the Actuary. July 1938. 17 pp.
- †B-9. *Applications for Social Security Account Numbers, March-December 1937*, by Harry J. Winslow. Bureau of Research and Statistics. February 1938. 3 pp.
- †B-10. *Basic Provisions Adopted by the Social Security Board for the Hearing and Review of Old-Age and Survivors Insurance Claims*. Bureau of Old-Age and Survivors Insurance. January 1940. 44 pp.
- †B-11. *Budgetary Plans for Financing of Old-Age Reserve Account, Fiscal Years 1938 and 1939*, by Daniel S. Gerig, Jr. Bureau of Research and Statistics. January 1938. 3 pp.
- †B-12. *Comparison of the Present Federal Old-Age Insurance Plan With Proposed Plan AC-1*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1938. 21 pp.
- §B-13. *Comparison of Proposed Plans AC-10 and AC-11 With the Present Federal Old-Age Insurance Plan and Plan AC-1*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1938. 21 pp.
- †B-14. *Comparison of a Proposed Revision of the Federal Old-Age Insurance Plan With the Present Plan*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. February 1938. 8 pp.
- §B-15. *Cost Estimates for Alternative Old-Age Insurance Plans AC-2 to AC-9 as Suggested by the Advisory Council*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1938. 34 pp.
- §B-16. *Cost Estimates for Proposed Plan AC-13*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. October 1938. 4 pp.
- §B-17. *Cost Estimates (Revised) for Proposed Plan AC-13*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. December 1938. 6 pp.
- §B-18. *Cost Estimates for Various Proposed Modifications of the Old-Age Benefits Under Title II*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. November 1937. 48 pp.
- †B-19. *Cost Estimates (Revised) for Present Title II*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. October 1938. 12 pp.
- †B-20. *Employee Tables: Data Relating to Individual Employees and Their Taxable Earnings, 1937*. Bureau of Old-Age and Survivors Insurance. 1939.
- B-21. *Old-Age and Survivors Insurance Statistics—Employment and Wages of Covered Workers, 1938*. Bureau of Old-Age and Survivors Insurance. 1940. 300 pp.
- †B-22. *Employee Tables: Distribution of Applicants for Employee Account Numbers, by Age, Sex, and Color, for Each State and for the United States, During the Year 1938*. Bureau of Old-Age and Survivors Insurance.
- †B-23. *Employer Tables: Quarterly Tabulations of Employment Volume and Taxable Pay Rolls of Covered Employees, 1938 and 1939*. Bureau of Old-Age and Survivors Insurance.
- B-24. *Estimated Composition of Beneficiaries Under Modified Title II Coverage as Set Forth in Various AC Plans*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. May 1938. 22 pp.
- †B-25. *An Examination of the Reserve Problem*, by Eleanor L. Dulles. Bureau of Research and Statistics. November 1937. 44 pp.

- ‡B-26. *Federal Old-Age and Survivors Insurance Under the Social Security Act as Amended in 1939—A Brief Explanation for the Convenience of Public Welfare Agencies*, by John J. Corson. Bureau of Public Assistance. December 1939. 9 pp.
- ‡B-27. *Financing the Social Security Act*, by Eleanor L. Dulles. Bureau of Research and Statistics. Rev. January 1937. 116 pp.
- ‡B-28. *Fluctuations in Employment Covered by the Federal Old-Age Insurance Program*, by Wladimir Woytinsky. Bureau of Research and Statistics. August 1939. 77 pp.
- Industrial Classification Code.* See C-21.
- ‡B-29. *Insurance Company Costs for Duplicating Title II Benefits*, by Robert J. Myers. Office of the Actuary. July 1938. 6 pp.
- ‡B-30. *Old-Age Benefits; Estimates of Employment and Unemployment in the Covered Gainful Worker Group, by States, 1932-36* (preliminary report), by Harry J. Winslow. Bureau of Research and Statistics. April 1937. 103 pp.
- ‡B-31. *The Problem of Old-Age and Survivors Insurance Coverage Extension to Agricultural Workers*, by Fred Safier. Bureau of Old-Age and Survivors Insurance. January 1940. 9 pp.
- ‡B-32. *Reasons for the Revision of the Old-Age Insurance Program and Resultant Provisions*, by John B. St. John. Bureau of Old-Age and Survivors Insurance. September 1939. 8 pp.
- ‡B-33. *Various Methods of Financing Old-Age Pension Plans*, by W. R. Williamson, R. J. Myers, and E. A. Rasor. Office of the Actuary. September 1938. 38 pp.

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- B-34. *A Handbook on Old-Age and Survivors Insurance Under the Social Security Act*. Informational Service. In press.
- B-35. *How to Calculate Benefits Under Federal Old-Age and Survivors Insurance*. Informational Service. January 1940. 16 pp.
- B-36. *Monthly Benefits Begin in 1940*. Informational Service. September 1939. 8 pp.
- B-37. *Old-Age and Survivors Insurance for Workers and Their Families*. Informational Service. January 1940. 16 pp.
- B-38. *Your Social Security Account Card—Why You Have It and What You Do With It*. Informational Service. 1940. 8 pp.

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- B-39. *Cost Factors in Old-Age Insurance*, by W. R. Williamson. Vol. 1, No. 7 (July 1938), pp. 3-15.
- B-40. *Estimates of Persons With 1937 Wage Credits Who Attain Age 65 in Specified Years*, by Robert J. Myers. Vol. 2, No. 12 (December 1939), pp. 17-22.

- B-41. *Federal Old-Age and Survivors Insurance: A Summary of the 1939 Amendments*. Vol. 2, No. 12 (December 1939), pp. 3-16.
- B-42. *Financial and Economic Data; How the Old-Age Reserve System Works*. Vol. 1, No. 7 (July 1938), pp. 71-78.
- B-43. *Old-Age and Survivors Insurance Trust Fund*. Vol. 2, No. 12 (December 1939), pp. 89-94.
- B-44. *Old-Age Insurance: Covered Workers and Average and Median Taxable Wages in 1937*, by Max J. Wasserman and John R. Arnold. Vol. 2, No. 4 (April 1939), pp. 3-8.
- B-45. *The Revised Benefit Schedule Under Federal Old-Age Insurance*, by Lyle L. Schmitter and Betti C. Goldwasser. Vol. 2, No. 9 (September 1939), pp. 3-12.
- B-46. *Revised Estimates of Coverage Under the Old-Age Insurance Program*. Vol. 2, No. 12 (December 1939), pp. 83-88.
- B-47. *The Statistical Adequacy of Employers' Occupational Records*, by Katherine D. Wood. Vol. 2, No. 5 (May 1939), pp. 21-24.
- B-48. *Wage Reports for Workers Covered by Federal Old-Age Insurance in 1937*, by John J. Corson. Vol. 2, No. 3 (March 1939), pp. 3-9.

EMPLOYMENT SECURITY

Manuals, Instructions, Regulations, Draft Proposals

- ‡C-1. *Amendments to the State Unemployment Compensation Laws Occasioned by the Enactment of the Railroad Unemployment Insurance Act*. Bureau of Employment Security. January 1939. 9 pp. Processed.
- ‡C-2. *Appeal Procedures*—Pt. I, 50 pp.; Pt. II.—*Organization and Personnel*, 12 pp. Bureau of Employment Security. August 1938. Processed.
- †C-3. *Benefit Payment Procedures Memorandum I*. Bureau of Employment Security. July 1937. 49 pp. Processed.
- ‡C-4. *Benefits for Partial Unemployment*. Bureau of Employment Security. November 1937. 37 pp. Processed.
- C-5. *Clarifying Lines of Administrative Control*. Bureau of Employment Security. June 1938. 8 pp. Processed.
- C-6. *Conference of Training Supervisors*. Bureau of Employment Security. July 1940. 21 pp. Processed.
- †C-7. *A Counseling Program for Public Employment Offices*. Bureau of Employment Security. 112 pp.
- C-8. *Dictionary of Occupational Titles*. Bureau of Employment Security. 1939. Pt. I.—*Definitions of Titles*, 1287 pp., \$2; Pt. II.—*Group Arrangement of Occupational Titles and Codes*, 330 pp., \$1; Pt. III.—*Conversion Tables*, 259 pp., \$1.

- C-9. *Dictionary of Occupational Titles, Outline for Use in the Introduction of the*. Bureau of Employment Security. May 1940. 95 pp. Processed.
- †C-10. *Draft Amendments to the Benefit Formulas With Transition Provisions*. Bureau of Employment Security. January 1939. 28 pp. Processed.
- †C-11. *Draft Bills for State Unemployment Compensation of Pooled Fund and Employer Reserve Account Types*. Bureau of Employment Security. Rev. January 1937. 151 pp.
- †C-12. *Draft Bill for State Unemployment Compensation of Pooled Fund Type*. Bureau of Employment Security. May 1938. 69 pp. Processed.
- §C-13. *Draft Forms for Use in Benefit Payment Procedures*. Bureau of Employment Security. August 1938. 41 pp. Processed.
- §C-14. *Draft Regulations on Benefit Payment and Appeal Tribunals*. Bureau of Employment Security. February 1938. 20 pp. Processed.
- §C-15. *Draft Regulations on Employer Reports and Claims for Benefits for Partial Unemployment and Registration for Work*. Supplement to C-14. Bureau of Employment Security. March 1938. 9 pp. Processed.
- §C-16. *Draft Regulation Relating to Procurement of Furniture, Fixtures, Equipment, Supplies, Printing and Binding, and Contractual Service by State Agencies Administering Unemployment Compensation and Employment Service*. Bureau of Employment Security. September 1939. 18 pp. Processed.
- §C-17. *Draft Regulations on "Salary Adjustments and Advancements" and "Attendance and Leave" for Use of State Employment Security Agencies in Connection With Merit Systems for Personnel Administration*. Bureau of Employment Security. May 1940. 10 pp. Processed.
- Draft Rule for a Merit System of Personnel Administration in State Public Assistance and State Employment Security Agencies*. See A-13.
- §C-18. *Draft Travel Regulations Relating to Expenditures of Funds Granted by the Board Pursuant to Title III of the Social Security Act and the Wagner-Peyser Act, for Travel Expenses of State Agencies Administering Unemployment Compensation and Employment Service*. Bureau of Employment Security. Rev. September 1939. 10 pp. Processed.
- *C-19. *Field Visiting Program for the Public Employment Service*. Bureau of Employment Security. 1935. 36 pp.
- §C-20. *Handbook of Information on the Performance of Labor Clearance Functions*. Bureau of Employment Security. May 1940. 29 pp. Processed.
- †C-21. *Industrial Classification Code*. 2d ed. (including 4-digit subclassification). Vol. I, Pt. 1.—*Manufacturing Industries—List of Industries*; Vol. I, Pt. 3.—*Manufacturing Industries—Alphabetic Index of Products, Establishments, and Processes by Major Industry Groups*. Vol. II, Pt. 1.—*Nonmanufacturing Industries—List of Industries*; Vol. II, Pt. 3.—*Nonmanufacturing Industries—Alphabetic Index of Products, Establishments, and Services*; Vol. II, Pt. 4.—*Nonmanufacturing Industries—Alphabetic Index of Products, Establishments, and Services by Major Industry Groups*. Bureau of Employment Security. December 1939. Processed. Earlier edition 1937 (5 pts.). For list of major industry groups, see p. 150 of this yearbook.
- §C-22. *Instructions to State Agencies Relative to Fiscal Affairs in Connection With Grants Made for Expenses of Unemployment Compensation and Employment Service Administration*. Pts. A-E. Bureau of Employment Security. Beginning September 1939. Approx. 200 pp. Processed.
- §C-23. *Instructions to State Employment Security Agencies Relative to Statistical Reports*. Bureau of Employment Security. Beginning December 1939. Approx. 200 pp. Processed.
- §C-24. *Interested Parties: Construction of the Terms "Interested Parties" and "Parties" in Unemployment Compensation Laws*. Bureau of Employment Security. July 1938. 14 pp. Processed.
- *C-25. *Interviewing Applicants in Public Employment Offices*. Bureau of Employment Security. 1935. 36 pp.
- §C-26. *Local Office Procedures for Handling Multistate Claims*. Bureau of Employment Security. July 1939. 28 pp. Processed.
- Merit system. See A-13, 14, 15.
- §C-27. *Modifications of Benefit Procedures for the Filing of Claims and Registration for Work in Cases of Mass Separation*. Bureau of Employment Security. January 1938. 22 pp. Processed.
- §C-28. *Modifications of Mass Separation Procedures for the Filing of Claims for Intermittent Weeks of Total Unemployment*. Supplement to C-27. Bureau of Employment Security. May 1938. 5 pp. Processed.
- †C-29. *Procedures Available to Workers in Unemployment Compensation Benefit Appeals*. Bureau of Employment Security. June 1939. 10 pp. Processed.
- §C-30. *Procedures for Adjusting Contested Claims*. Bureau of Employment Security. April 1938. 21 pp. Processed.

- §C-31. *Procedures for Computing Amounts to be Transferred From the Accounts of States to the Railroad Unemployment Insurance Account in the Unemployment Trust Fund.* Bureau of Employment Security. June 1939. 23 pp. Processed.
- §C-32. *Procedures for Paying Unemployment Benefits to Part-Time Workers.* Bureau of Employment Security. July 1938. 25 pp. Processed.
- §C-33. *Separation Data in Claims Procedures.* Bureau of Employment Security. January 1938. 35 pp. Processed.
- †C-34. *Simplification of Benefit Payment Procedures.* Bureau of Employment Security. April 1938. 25 pp. Processed.
- †C-35. *Simplification of the Benefit Formula in State Unemployment Compensation Laws.* Bureau of Employment Security. February 1939. 137 pp. Processed.
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